

The copyright of this thesis vests in the author. No quotation from it or information derived from it is to be published without full acknowledgement of the source. The thesis is to be used for private study or non-commercial research purposes only.

Published by the University of Cape Town (UCT) in terms of the non-exclusive license granted to UCT by the author.

i

17

A COMPARATIVE STUDY OF THE  
PRESENT AND PROPOSED SOUTH  
AFRICAN CHILD GRANT SYSTEMS  
WITH COUNTRIES OF SIMILAR  
SOCIAL AND ECONOMIC  
ENVIRONMENTS.

By

TRACY CLARE MAYHEW

University of Cape Town

A comparative study of the present and proposed South African child grant systems with countries of similar social and economic environments.

By  
Tracy Clare Mayhew MYWTRA001

A minor dissertation submitted in partial fulfilment of the  
requirements for the award  
of the  
Degree of Masters of Social Policy and Management

Department of Social Development  
University of Cape Town  
2002-08-22

### Declaration

This work has not been previously submitted in whole, or part, for the award of any degree. It is my own work. Works of other people has been attributed, and has been cited and referenced.

Signature

Date

Signed by candidate

Signature removed

06/11/2002

Tracy Clare Mayhew

## **Abstract**

South Africa is a large country with large needs; there are many social problems such as poverty that need to be addressed. Children in South Africa are affected by many of these social problems, such as malnutrition, poverty, and HIV/Aids. This research looks at what is being done for children in South Africa; it looks specifically at the child grants or money given to children by the state. In reviewing the South African child grant system, it was appropriate to compare it with different countries. This was done using a comparative, cross-cultural and cross-national study. Countries, whose social and economic situations are similar to South Africa, have been chosen for an analysis to determine whether South Africa's present system is effective. The countries were selected based on a comparison of the GDP and literacy rates. Canada and Botswana were also studied in this research: Canada as a developed country example, and Botswana as a country with a similar heritage to South Africa. There has been much criticism of the South African social administration for children; this has prompted a major reflection thereof. This has been assessed in this research as another possibility in helping to provide for children. The aim of this research was to compare the South African child grant system to that of other countries, and analyse the proposed new grant system for South Africa. The analysis was completed using a framework of questions designed to extract information for comparison. The results indicate that South Africa should consider prioritising the child grant system specifically in terms of funding. The proposed child grant system could eventually be applied; however presently South Africa does not have the infrastructure to put the system in place. A closer look at Portugal's social administration could prove informative as they already have this system in place. This research is an analysis and interpretation of the available materials. This is a limited view, which opens possibilities for future research.



# **Table of Contents**

<b><u>Title Page</u></b>	i
<b><u>Declaration</u></b>	ii
<b><u>Abstract</u></b>	iii
<b><u>Table of Contents</u></b>	iv

## **Chapter 1 - Introduction**

1.1 Exploration of the Topic	1
1.2 Overall Aims of the Research	3
1.2.1 Research Aims	3
1.3 Research design	4
1.4 Outline of Study	5
1.5 Important Considerations	7

## **Chapter 2 – Social Policy Context**

2.1 Introduction	8
2.2 Social Policy	8
2.2.1 Introduction	8
2.2.2 Social Security	12
2.2.3 Child Welfare / Child Grants	14
2.3 Framework for Analysis	15
2.4 Definitions and concepts	17
2.5 Conclusion	18

## **Chapter 3 - Research Design and Methodology**

3.1 Conceptualisation	19
3.1.1 Introduction	19
3.1.2 Method	19

3.1.3 Key variables	21
3.2 Sample Design and Sampling Methods	22
3.2.1 Sample Size	22
3.2.2 Sampling Procedure	23
3.3 Data Collection Methods	25
3.4 Data Analysis	26
3.4.1 Introduction	26
3.4.2 Analysis Questions	27
3.4.3 The Questions	27
3.4.3.1 Scope	27
3.4.3.2 Objectives	28
3.4.3.3 Implications	28
3.4.3.4 Interacting Effects	28
3.5 Shortcomings and Sources of Error	29
3.6 Conclusion	30

## **Chapter 4 - Demographic Analysis**

4.1 Introduction	31
4.2 Graphical Representation of Development Indicators	32
4.2.1 Comparison of Population Size	32
4.2.2 Comparison of Infant Mortality	34
4.2.3 Comparison of Life Expectancy	35
4.2.4 Comparison of Child Malnutrition	36
4.2.5 Comparison of Access to Improved Water Source	37
4.2.6 Comparison of Gross Primary School Enrolment	39
4.3 Summary of Graphical Information	40

## **Chapter 5 – Policy Analysis**

5.1 Introduction	43
5.2 Canada	43
5.3 Brazil	45
5.4 Indonesia	47
5.5 China	49
5.6 Portugal	51
5.7 Botswana	53
5.8 South Africa	55
5.9 Proposed Policy Suggestion for South Africa	57
5.10 Summary and Common Themes	60
5.11 Budget review	65
5.12 Grants	68
5.13 Conclusion	70

## **Chapter 6 - Conclusions and Recommendations**

6.1 General Recommendations	71
6.2 Methods of Control	73
6.3 Community Responsibility	74
6.4 The Canadian Approach	75
6.5 Objectives	78
6.5.1 Research Aims	78
6.6 Future Research Recommendations	80
6.7 Conclusion	80

<b><u>References and Sources of Information</u></b>	82
---	----

## **Appendix**

Appendix 1 – Friedman (1996) “Steps in the Policy making Process”

Appendix 2 – Gills (1992) “Gills framework for Analysis”

Appendix 3 – Sample Selection Information

Appendix 4 – Fax Template to Embassies

Appendix 5 – Secondary Fax Template to Embassies

Appendix 6 – ACCESS Workshop Attendance

## **List of Tables and Graphs**

### **Tables**

Table I	Comparison of Policy formation	16
Table II	Countries within 20% Range in GDP and Literacy rate	25
Table III	Table of Population Sizes	33
Table IV	Table of Infant Mortality	34
Table V	Table of Life Expectancy	36
Table VI	Table of Child Malnutrition	37
Table VII	Table of Access to an Improved Water Source	38
Table VIII	Table of Gross Primary Enrolment	40
Table IX	Ranking Order of Information Supplied in Graphical Information	41
Table X	Table Illustrating the Different Countries Value Premise and whether Universality is used as a Premise	65
Table XI	Similarities and Differences between the Proposed South African System and Canada	76

**Graphs**

Graph 1	Comparison of Population Size	33
Graph 2	Comparison of Infant Mortality	35
Graph 3	Comparison of Average Life Expectancy	36
Graph 4	Comparison of Child Malnutrition	37
Graph 5	Access to an Improved Water Source	39
Graph 6	Comparison of Gross Primary School Enrolment	40
Graph 7	Amount Allocated to Social Services as a Percentage of their Budgets	65

**Examples**

Example 1	The Research Analysis	6
Example 2	Calculations and an Illustration of Sampling	24
Example 3	Differing Proportion Amounts Spend on Social Services	66

## **Chapter 1 - Introduction**

### **1.1 Exploration of the Topic**

Social services are an important part of government's function; they are the services provided to individuals of a country, in order to improve their social circumstance. The social circumstances are the poverty and needs of communities. This situation extends to children; there are many children living in poverty who are often malnourished or orphaned. This is not exclusive to South Africa, but rather extends across the world. Each country has a particular response to these situations, in the form of social policies. These have been examined in this research. It is these policies, particularly those that relate to child grants, that will be compared. The present child grant system of South Africa consists of three child grants, the foster care grant, the child support grant and the care dependency grant. These grants were implemented as the Social Assistance Act 59 of 1992, and were introduced to replace the existing state maintenance grant, which was seen as 'fiscally not viable' (Cassiem, Perry, Sadan, and Streak, 2000 p.125). This research was conducted to examine whether South Africa's response to these children has been appropriate and effective.

In South Africa, there are many discussions at present about improving the services for children, and providing a social security system that provides universally for all children. Universality is a value, which makes social provisions available for everyone, without exclusion. The concept of universality is used in many countries, and is central in the alternative policy suggestion for South Africa; this will be examined in this research. The particular grant system referred to, is that made at the ACCESS workshop. This will be discussed further in chapter 5. It was these suggestions that prompted this topic, as the proposed system of welfare would require vast changes to policy, and is a criticism of the present grant system.

The proposed grant system requires that child grants be available for all children; whereas the present system limits the scope of provisions to children under the age of seven. This has large implications, and will be further explored. The topic was selected from an interest in children, coupled with curiosity of the criticism of the

present child grant system situation in South Africa today. It is important to ask whether it is appropriate to discard the present system without proper analysis, and to examine what systems are in place in other countries and whether these systems are working. This will provide an idea of the standard of the South African system in comparison to child grants for children in other countries.

South Africa is a unique country with a unique history. This history has had a large impact on the policy and degree of societal need in the country. There are legacies, which have been left, that are slowly being changed. In terms of this, reference is made initially to Apartheid, a system that dominated the South African government for a number of years, setting in place restrictions that were prejudiced. There have since been remedies, which have tried to correct these imbalances from the past. In terms of social services, this includes extending services to all citizens, and stopping the restrictions based on the race of individuals. Since the changes in the country's history, the welfare has shifted its focus and services to include many more individuals. The proposed system will set in motion bigger changes for more individuals, and the focus will shift from those in need, to everyone.

Children have become the focus of many programmes and services across the world, because of their vulnerability and importance for the future. There are many factors impacting on the lives of children, from HIV/Aids to conflicts and poverty. These children need to be cared and provided for. Governments try to remedy this with different policies. These range in their focus and services, from government allowances for families, to school feeding programmes. These are ways to reduce the awful situation that these children are in. A child grant is the money allocated to children in a particular country in order to serve their basic needs. The nominated department in a country administers these grants, and this department is guided by policies set out by government. The policies are specific to departments; though all are based on a general policy adopted by the country. These policies guide the services and provision distribution of a country. This research has made mention of both of these terms, as the grant and policy are synonymous with the help these children receive. The policy is the principle behind the action; and the money is the action of the principle.

## **1.2 Overall Aims of the Research**

The research aims to compare the present child grant system in South Africa to that of other countries. There are many countries in the world with differing policies. Although these are specific to individual country situations, they can provide insight into priorities, and focus for other policies. It is hoped that through comparison, information will be obtained to compare the South African child grant system; and to ascertain whether the present system is appropriate in the funds that it makes available. It will also examine whether South Africa should be considering other alternative methods of grant allocation, like the proposed South African grant system mentioned earlier.

### **1.2.1 Research Aims**

The aim of this research is to take the present child grant of South Africa and compare it to other countries that are economically and socially similar. The present South African child grant is under scrutiny by lobbyists, who criticise the grant and have proposed a child grant system to replace it. This document compares grants from other countries, with an aim of generating new ideas for the present child grant and considerations for the proposed child grant.

From the information obtained recommendations have been made, comparing the present child grant system to those applied in other countries. The research is a comparative, cross-cultural and cross-national study, as it is a comparison of different countries. When comparing differences and similarities it is important to realise that this incorporates many cultures. Culture and history, as mentioned above, have a large effect on the services of a country. The culture forms the values and beliefs behind actions of governments. This has an effect on the role the government takes in providing the services, and on whether or not the government sees it as the responsibility of the state.



### 1.3 Research Design

The chosen design for this research was to use a Comparative, cross-cultural and cross-national study as described by Mouton (2001). This type of research method accurately describes the type of research that was undertaken in this study. The research compares different child grant policies in different countries to better inform as to whether the present South African policy is adequately meeting the needs of the country. Key to this type of study is identifying similarities and differences. The child grants have been analysed comparing these differences and similarities. A strength of this kind of research design mentioned by Mouton (2001:154) is that "... it also allows for comparison of different theoretical viewpoints across different settings." It can be said of this research that it is an attempt to look at what different countries are providing for children in their own unique environments and settings; and to compare these differences or similarities to determine what is working and what is not. A more in-depth look into the dimensions of the research is covered in Chapter 3. Once the topic was chosen, a preliminary literature review was made to scan what readings were available. The literature on child policies did not seem to be very specific, however the preliminary readings showed many readings on social policies. This is the development of society during different periods. These readings developed the understanding of the research, and formed the basis of the comparative analysis. Although there were not many readings on child grants specifically, the social policy adopted by a country reflects the type of grant it provides. Once the literature had been gathered and reviewed, the information or raw data was obtained. Information for this research was obtained from two primary sources: the Internet and the individual countries' embassies or consulates. This information was analysed and compared in order to draw conclusions about the South African grant system.

The selection of the topic for this research was firstly from the researchers' interest in the field of children, and secondly relating to this field, mention was made of a workshop that had been attended by a colleague. The Workshop was aimed at reformulation of the present child grant system in South Africa. The changes suggested in this workshop (which is further discussed in Chapter 5) are in line with policies that have been instituted in some of the countries examined. The research

question was developed from the objectives and preliminary work on the topic; the question this research will attempt to answer is: 'How does the present South African grant system compare to countries with a similar economic and social environment in providing for children?' The study compared the present South African system to countries using other methods to relieve the situation of children in poverty and need. The question is extended to ask whether the proposed new grant system for the country, which was suggested at the previously mentioned workshop, is a better alternative to the present system. As the suggested system requires vast changes, this document looks at whether there should be a change to the present system.

## **1.4 Outline of Study**

The research followed a generic structure, starting with the literature review of related materials. A description of the methodology follows, describing the steps taken in the research; it has also examined the sampling method used. The sampling method was designed for this research in order to extract those countries with a similar social and economic situation to South Africa. Once that information was obtained it was analysed, according to what the policy provides for each country. The analysis used was designed to uniform the information received, as it was not similar. Using an existing framework, questions were derived to develop a basis for analysis. The analysis first looked at the demographic information of each country to compare the development indicators. Then an analysis of each grant system and the policies behind it were examined for each country. The analysis proceeds with budget information for each country, looking at the allocation of each country's budget to social services. Below in example 1, is an illustration of the steps used in the design. Conclusions were then drawn as to the course for the South African system, and recommendations were examined.

### Example 1 The Research Analysis

#### **Demographic Information**

Population Size  
Infant Mortality  
Life Expectancy  
Child Malnutrition  
Access to an Improved Water Source  
Gross Primary School Enrolment

#### **Country Analysis**

Canada  
Brazil  
Indonesia  
China  
Portugal  
Botswana  
South Africa  
Proposed Policy Suggestion

#### **Grant Analysis**

Canada  
Brazil  
Indonesia  
Portugal  
Botswana  
South Africa

#### **Conclusions and Recommendations**

## **1.5 Important Considerations**

It is important to note that the research was conducted from available materials on the different countries, and that the conclusions drawn are the researcher's interpretation of these materials. This study will generate ideas on the South African child grant system, and the social policy on which it was based. Children are the most vulnerable in the population, as they are dependant on family and the government to provide for their needs. It is the role of the government to provide the resources and infrastructure for children to receive their basic human rights.

University of Cape Town

## **Chapter 2 – Social Policy Context**

### **2.1 Introduction**

The literature available in the field of social policy is vast, ranging from social security to frameworks for analysis. This is not true of child grants, or money given to children. As seen in the following review, it is easier to access information on the values and theories behind the measures being instituted, than the actual programmes. However careful consideration has been given to explaining social policy, as it is the basis for the programmes in place.

### **2.2 Social Policy**

#### **2.2.1 Introduction**

The study of social policy is extensive, with the theories dating back to the 1900's. The major contributions in this field are from leading social theorists such as Karl Marx and Charles Darwin. Social policy is concerned with ways in which governments provide for the needs of the people.

What is social policy? Gill (1992) looks at many definitions of social policy, and the difficulty in defining it. This difficulty is that there is no universal and set definition for social policies, as definitions vary with purpose. Gill (1992:4) examines different authors' definitions. The most descriptive and useful is the definition by Freeman and Sherwood (as cited in Gill 1992), who looked at social policy as four separate "*layers*".

- A philosophical concept; this is social policy as a principle, that governments should be concerned with finding solutions to social problems.
- The second is social policy as a product; this is the function of the state, and is often reflected as a document, for example the white paper.

- The third layer is the process; this is social policy as means by which to constantly improve society, and better the situation for individuals.
- The last layer is the framework for action; which is a combination, or outline of the product and process.

When considering this definition it is clear that social policy is more than just a document or strategy for social services. It is a concept for society to rely on the government to support their needs and develop the strategies to protect their rights, as set out in the constitution. Governments institute social policies in order to better the situation for individuals and ensure their well being.

Morales-Gomez, Tschirigi, and Moher (2000:4) bring to light important points when referring to social policy “They are by definition culturally and socially specific. Inevitably, as the individual country studies in this volume make abundantly clear, each country has developed its social policies in response to its economic conditions, sociocultural environment, and political regime.” This statement makes clear that policy is not one thing but rather many different pieces of a puzzle, be it political, financial or social. It is impossible to look at social policy without taking these elements into consideration. One other factor related to these ‘puzzle pieces’, is a country’s history. This is relevant, as the goals of a country and often its social policy, reflect influences from the past. This is particularly true in South Africa, where policy has been developed, to make reparation for injustices in the history of the country. South Africa instituted apartheid, which gave preferential services and treatment to white individuals. This was an injustice, which through present policies is being compensated. These authors say that social policy is an affect of political, cultural and social environments. The reverse can also be said, namely that policies affect these factors. In the case of South Africa, there is more than one culture to be considered, this means that considerations will need to be taken in order to reflect these differences. These differences in cultural factors may also be the cause of needs or particular problems to be remedied by social policy.

There are three approaches to the value of social policy; these are normative, residual and institutional. These approaches are used by many authors, one of whom is Titmus

(1974). Although his approach may differ in the wording, the concept is similar – the idea of a continuum for the role of government (for more of the continuum refer to chapter 5). Titmus (1974:31) names his approaches as “Model A: The residual welfare model of social policy. Model B: The industrial achievement-performance model of social policy. Model C: The institutional redistributive model of social policy.” However for the purpose of this research the more generic names and definition will be used.

- The normative approach is a needs based distribution. The approach is based on equality and equity, where statutory services are provided. In this approach it is the role of the state to provide services to everyone. The provision of services is a function of the government, and it is its responsibility.
- The residual approach can be referred to as the safety net approach. This means that the government only plays a role when the family and community fail in its responsibilities. The responsibility of welfare is on the communities and not the government, as in the normative approach. The government will only intervene if the family is not meeting the basic needs. It is the role and function of the family and community to provide for each other, and only when this has broken down will the state intervene.
- The institutional approach is the mix between normative and residual. This is that the government will only play a normative function when there is a universal need. In this approach it is the responsibility of the community and the government to take care of societal needs. In contrast to the residual approach, it is the role of the government in this approach to intervene when the family breaks down. According to these approaches a policy can be classified by the role it provides, whether it be explicit, or only as an alternative to family assistance.

These three approaches define the actions of government, and the priority that it places on children. South Africa’s present child grant policy is institutional; the government sees its role as only providing services to those who are in need. The policy in South Africa provides child grants to children under the age of seven affected by poverty. The decisions of government to provide these services are based

on resources, infrastructure and need. These will need to be considered in the research, and has been discussed in chapter 6.

There is a question of the origins of policy as mentioned above, as policy is affected by history. In many cases, including South Africa, this means colonialism. There are many countries whose policies today reflect the influence of Western colonialism. An example of this is the traditional structure of children's homes and dormitories, which was a colonialist ideal. These ideals were considered to be the best at the time, but little consideration was given at the time for the cultural response, or the specific child needs. Although this is changing, the effects are still present. In South Africa there has been a shift towards community-based care and responsibility for children by their communities. This is a cultural principle in many of the South African communities, and has been neglected in the past. There seems to be a move away from dependency on the government, and a shift in responsibility from government to communities and families. This is a normative approach where the governments' role is to provide children's homes and take care of the children, changing to an institutional approach where the family and community should provide for the children in need, in their communities. It is still the role of the state to intervene when this breaks down.

Social welfare reform is a term used to describe the welfare principle, which attempts to motivate individuals to progress off the welfare system and gain independence. As Macarov (1995:258) describes "... one way to reduce government involvement is to enable people to help themselves." This is a fear of governments, for if the people of a country become dependent on the state, the state will be liable for the welfare of these individuals. There is a principle in many countries that communities should take care of each other, thereby resolving the state of its responsibility. In his article, Macarov concludes that individuals are not prone to this dependency; and therefore if social welfare is administered and financed correctly, this should not be an issue. However by the government's pursuing the transference of responsibility onto communities, it also provides more services, to those without that family support. MacPherson and Midgely (1987:167) also mention this principle, saying "In recent years increasing emphasis has been put on mobilising communities to free themselves from the dependency on 'traditional' social services and begin a process of self-development."



Another consideration in child grants and policies is brought to light very accurately in the Lund report. It refers to the limiting of age, of the child grants at present in South Africa to 7 years, as a “cost-containment mechanism”. (Lund, 1996:7) A cost-containment mechanism is policy being adopted in accordance with the funds available. It is not deciding on a policy and then funding it, it is rather deciding on the policy based on the funds available. This is practical as funds are in many countries restricted, as in South Africa. A country can only respond to the needs of children according to the funds available. This is linked to the budget allocations of the countries and is discussed further in chapter 5. On the other side however if policy is affected by the restriction of funds how can it be responding effectively to the needs of the country?

Social security is a type of social policy adopted by certain countries, which is associated with the concept of universality. It is important to look at social security in relation to a proposed social welfare system for South Africa, as universal provisioning is key in this system. This system is analysed in this research as an alternative to the present South African social child grant system.

### 2.2.2 Social Security

Countries and individuals define social security differently. In the United States of America, social security refers to retirement funds and disability insurance. While in Britain, this term also refers to social assistance (child grants), and unemployment. In both cases it is action by the state to protect its citizens; however Britain's is more encompassing, which is not to say that the United States of America does not have child grants, but rather they are provided through another system. As social security is used more freely in discussing pensions and disability insurance, the phrase most suited to describe the child grant system is social assistance. In many of the readings it is made clear that when discussing these issues, it is a matter of interpretation. Reading materials on social security makes it clear that the focus is definitely not on children or families, but rather on unemployment and disability.

Social security is a general term used to discuss a range of ways governments provide for their people. Social assistance is used more often to describe the contributions given to those in need. Particularly relevant to this research, are the services and monies given to children.

Midgley and Tracy (1996) look at the challenges facing social security, emphasising two major aspects. Firstly, they refer to the failure to meet goals because of the lack of effective budgetary decisions. Most funding for social assistance programmes are provided for in the budget; if there is an unfair distribution of these amounts then these programmes will financially not be able to fulfil their obligations. Secondly, social security is criticised for failing to deal with poverty, as social security universally supports all the population and fails to focus on poverty. Poverty is a very severe problem in many countries, and often affects a large part of the country, which makes it a difficult problem to overcome. However it is not often a country's focus, as there are so many other problems.

A major criticism in the reading, particularly relevant to South Africa, is the neglect of focus on rural areas. These areas would benefit greatly from the social security, as there is a large need. As mentioned above, poverty has a major affect on these areas, many of which do not even have access to running water. This is a major problem within the present welfare system. It seems that governments struggle to reach the rural areas, leaving them without basic resources. It is also such a vast area that it is difficult to cover.

Morales-Gomez, Tschirigi, and Moher (2000:100) discuss a very pressing issue in social security; the idea that social policy should address the needs of the destitute and not those with means. They ask how effectively money is getting to those who need it. The actions that government institute should be directed to those in need, and not to those with means to provide for themselves.

A major trend was the move away from universality as a desirable social-policy objective. Universal programs gradually came to be considered wasteful for providing benefits to people who 'did not really need them'. Even though universal benefits were treated as taxable income and had been thereby reduced for higher income people several years earlier, the recurrent trend was

toward giving benefits to people with low income or with exceptional needs. (Morales-Gomez, Tschirigi and Moher 2000:100)

This criticises the value of universality; namely that all children are entitled to the same money or services. The authors make clear that universality is wasteful. The idea that everyone is entitled to and receives money or services is idealistic. This will be asked in chapter 6.

### 2.2.3 Child Welfare/ Child Grants

The child grant is the money given to children, provided by the government, in order to provide for their needs and well being (this is also social assistance). MacPherson and Midgley (1987:164) describe an accurate portrayal of what happens in society: “Child-care services are dominated by legislation, and in most of the world, although there is a law which in principle safeguards the welfare of children, the rights and needs of children are neglected in practice”. This makes clear that there are so many things being done for children, however does it actually filter down and affect their lives? Most countries state the rights of children in terms of shelter, nutrition and safety very accurately, often in the constitution. It is seldom that this is achieved, as it is difficult to put these principles into action, and making laws does not ensure food on the table. Only by actions and prioritising the needs of children will they receive what they are entitled to. There are many children in the world, who live in poverty and distress; child grants are an attempt to remedy this. This however is a very large task that seems never ending. Child grants and social assistance are the means governments are presently using to provide for these children. Child grants are instituted in a number of ways; however before they are instituted, they must go through a process of development.

## 2.3 Framework for Analysis

Policy is developed in different countries in different ways, however despite being different the processes in the countries will have particular similarities. Gilbert and Specht (1992:37) look at policy development broadly and give the following stages.

1. "Identification of problem
2. Analysis
3. Informing the public
4. Development of policy goals
5. Building public support and legitimacy
6. Program design
7. Implementation
8. Evaluation and assessment"

As an example of this process the research has briefly looked at the policy formation in South Africa. Friedman (1996:01) states that initially the problem is identified, or a need is expressed, this is analysed and recommendations are made to key role players. (A graphical representation of this document is available in Appendix 1). The recommendations and information is developed into a document called a green paper, which is used in debate amongst stakeholders to decide upon its viability (many problems or needs only get as far as a green paper). Once this is done, the document is transformed into a white paper, which is the draft bill to be passed. Legal advisors are responsible for drafting the bill, which is given to the standing committee and submitted as a parliament debate. If successful, the bill becomes an Act. The Act is communicated, implemented, and evaluated. This is a long process, which is often not completed due to problems at any one stage. Problems one may find in child grants are identifying the needs of children; for example, the inefficiency of the child maintenance grant. This will be put through the process: analysed, debated and evaluated, until a solution is found. At present the suggestion of social security for children is at the problem analysis stage, and has been identified from an expressed need in communities. A comparison of the South African process to that of Gilbert and Specht is available in table 1. This is a background to how the present policy is formed, and the process that the proposed policy would have to fulfil. The similarities in the processes between Gilbert and Specht and the South African process, show a theoretical base for the process in South Africa.

**Table I**

Comparison of the South African policy formation process with the theoretical stages mentioned by Gilbert and Specht.

<b><u>Gilbert and Specht (1992:19)</u></b>	<b><u>South African process (Friedman (1996:01))</u></b>
1. Identification of problem	Problem identification
2. Analysis	Analysis of problem
3. Informing the public	Green paper and debate
4. Development of policy goals	White paper
5. Building public support and legitimacy	Bill and parliamentary debate
6. Program design	Act and communication
7. Implementation	Communication and implementation
8. Evaluation and assessment	Evaluation

(Information obtained from Gilbert and Specht (1992:19) and the South African process Friedman from (1996:01))

There are many theoretical frameworks for analysis of social policies. Gilbert and Specht (1992:37) mention four “dimensions of choice” or elements.

- What are the bases of social allocations?
- What are the types of social provisions to be allocated?
- What are the strategies for the deliveries of these provisions?
- What are the methods of financing these provisions?

These four choices give the logistics of policies, and ask for specific details, for example, what kind of provision? In most cases this is monetary, or even the access to services. These questions describe the type of allocation by the state to their children. Some of these questions have been answered in this research specifically in chapter 5. However these dimensions of choice were not used in the analysis because the questions were not specific, which makes comparison more difficult.

For a more in-depth analysis, it is better to refer to Gill (1992) as it is a very descriptive analysis of policy. It is obtainable in appendix 2. The analysis asks the same questions as above, however it is more detailed. Gill’s policy framework delves into the values behind the policy and the interaction with the environment. Although these are appropriate questions, due to the limitations of time and resources, this analysis will not be used in this study. It is from Gill’s analysis however that a

template of questions was designed to extract information from the different researched materials. This template is discussed in chapter 3.

## 2.4 Definitions and Concepts

In this research there are words and phrases that are used, which are abstract. It is for this reason that some words have been listed below and defined according to its meaning relevant to this research.

- ‘Grants’; this is money distributed by the governments to individuals or children. As discussed earlier, grants are meant to remedy the situation for children or in some cases better the situation through services. The Collins School dictionary (1993:317) defines grants as “A grant is an amount of money that the government or local council gives to someone for a particular purpose, e.g. a research grant.” To apply this definition to the research, the money given by the government is for children, and given for the purpose of giving financial assistance.
- ‘Social security’ is the administrative system in place in countries, which provides grants and benefits to individuals and families. As previously mentioned, social security is a term often used in reference to pension and employment schemes. When reference is made to family benefits in social security, the term social assistance is used. In this study when reference to social assistance is made, it is within the social security system. ‘Social assistance’ as previously mentioned is another term to describe the money distributed in the child grants. ACCESS (2001:I) gives the following definition of social security “...a wide range of public and private measures that provide cash or in-kind benefits or both.” This definition is far broader, and in the context of this research, social security will be referred to as the term for the administrative system, which provides more insurance benefits and may include social assistance.
- ‘Universality’ is used in this document in reference to provisioning which is not restrictive, and is provided or made available to everyone.

- 'State' or 'Government' has been used simultaneously in this research to describe the administrative system that governs a country. The Collins School dictionary (1993:693) defines the state in two ways: firstly, when referring to countries and secondly, when reference is made to the administration of a country. The dictionary also has two definitions for government, firstly as a group of people who govern (control) a country, and secondly, the government forms the control and administration of the country. (1993:315) In taking to account these definitions, the state or government could be said to be a group of people who control and administer for a country.

## 2.5 Conclusion

This literature review has introduced the topic of social assistance and social policy. It is evident so far that the definitions vary and that it is a field constantly changing in values and approaches. In the field of social policy it is also safe to say that there does not yet seem to be a blueprint of what countries should be providing. In the following research, an investigation has been launched into what is being done in South Africa and other countries.

## **Chapter 3 - Research Design and Methodology**

### **3.1 Conceptualisation**

#### **3.1.1 Introduction**

The research design is the steps that are taken in the research process, which lead to the conclusions being formulated. It is the methods of obtaining information, and the analysis of this information. The methods used in this research are not specific to any one method, and a flexible approach has been used to accommodate for variances in the information obtained. The research design used in the research, is a content analysis, which is further discussed below. This is the interpretation of documents and records, or the acquiring of these materials for study.

#### **3.1.2 Method**

The type of research method that was used, is a comparative, cross-cultural and cross-national study. This study is described by Mouton (2001:154) as the "...similarities and differences between groups of units of analysis." In this research the unit of analysis is the child grants used in the selected countries. It looks at the differences and similarities between the different grants. It is a comparison of development indicators and country policies. There are three features of this kind of study. Firstly it is empirical, as it is based on actual policies and programme documents that are being applied by governments. Secondly it uses hybrid data, this is a combination of both numerical and textual data; and this is true in this study as statistics and the policies are being studied. The third feature is the degree of control; this type of method exerts a medium degree of control. The research method used seemed the most appropriate, as it encompassed the aim of the research, which is the comparison of policies used by different countries.

Neuman (1994:18-29) looks at the dimensions of research, these include defining elements in the selection of a research topic, and outlining the boundaries for the



research to be done. This is reiterated by many authors, such as Babbie (1983), who includes in his writings similar descriptions of research design. The first of the dimensions is the classification of the research into its purpose; there are three possibilities, Exploration, Descriptive, and Explanatory. The research that has been conducted has used elements of all three purposes. It has presented a picture of the situation in many of the countries, making it descriptive. The research has also looked at the possible links between the situation in the countries to the child grants that are distributed; this is an explanatory purpose. However the purpose which was set out in the selection of the topic was explorative, to learn more about what child grants are being used in other parts of the world, and how they could be used to question the present situation in South Africa. The second dimension mentioned by Neuman is the use of the research; the use of this research is primarily basic research, as it is an academic requirement. The third dimension is the dimension of time; this dimension is linked to the reliability of the research, in that it is involved in the ability to repeat the study yielding the same results. The time dimension for this study is cross-sectional, in that it is an observation made at one point of time. The research looks at the policies and situation of countries at the time of the study. This does not make the results very reliable in that the study will differ when the policies of a country change. The information that was used in this study may still be available. However the research is done at one point in time; the time of the research cannot be repeated.

The final dimension of the research is the methodology, or as Neuman calls it the 'data collection technique'. According to the listed techniques, the research uses quantitative data; this is evident in the development indicator figures. This quantitative data is used as a means to compare the different countries. Another technique used in this research is content analysis, which is the individual policy document analyses. This technique is described as looking for common themes in written materials. In this research, different countries policies are examined; and the constant theme is the different child grant policies. The data collection technique mentioned by Mouton was a more descriptive portrayal of this study, as it emphasised the international comparison of the research; however the study does fall within the content analysis of Neuman. The research undertaken can be described using these dimensions of choice as: an explorative, cross-sectional study, which uses a

comparative, cross-cultural and cross-national study of different countries' child grant policies in relation to South Africa, for the purpose of basic research.

### 3.1.3 Key Variables

The research has set out to discover the different methods of child grants being used in other countries, and the similarities these countries have to South Africa in their social and economic environments. A variable is defined by Neuman (1994:97) as "...a central idea in quantitative research. Simply defined, a variable is a concept that varies." Neuman goes on to say that it is the relationship of the variables that is important. It is identifying the elements of the research, which are changing. The key variables used in this research are firstly the countries, they are the dependent variable, as the inclusion is based on the sampling method used. Secondly the policies, which are an independent variable, as it is not dependent on other variables, it is a consistent search for the same information. The relationship of these variables is the comparison that has been presented as to the present system in South Africa, and how it compares to what is being done in these other countries. A conclusion has been drawn as to whether South Africa's child grant system is in need of drastic changes, as reported at the National Consultative workshop on children's entitlement to social security (this workshop will be discussed further in the analysis). Countries with a similar economic and social situation are being used, as it is thought that these countries would have similar resources to be used on social services. In addition to this, the level and need for social services would be similar, which would ensure that the comparison is more reliable. Throughout the research, the term social and economic situation has been used to describe the similarities of the countries. This reference means to describe those countries whose social needs and generated capital in the country is similar.

## 3.2 Sample Design and Sampling Methods

### 3.2.1 Sample Size

The sample populations for this study are countries of the world whose social and economic situation is similar to that of South Africa. The size of the sampling, which has been used, is seven countries. This is to limit the number, to make the study in-depth. This will also ensure the study is representative of different situations. The seven countries chosen were those closest to South Africa socially and economically. The information used in the sampling of this data is from the World Bank, and was obtained from their website, on the Internet (<http://devdata.worldbank.org/data-query/SMResults.asp>). This information has been made available in Appendix 3 in the format used for analysis. In this study specific information was obtained in order to get the target population. The extracted information is the GDP (Gross domestic product) and the adult literacy rate for both females and males. The GDP is the amount of money generated in the country. A definition given by the UNDP (United Nations Development Programme) (1998:218) is “The total output of goods and services for final use by both residents and non-residents, regardless of the allocation to domestic and foreign claims. It does not include deductions for depreciation of physical capital or depletion of natural resources.” The literacy rate is the percentage of the population who are learning to read and write. The definition given by the UNDP (1998:219) is “The percentage of people aged 15 and above who can, with understanding, both read and write a short, simple statement on their everyday life.”

The GDP was chosen as a sampling indicator, as it gives a financial reflection on the countries. It identifies the financial situation, and roughly indicates that the countries chosen should have similar financial resources to spend on social services. A shortcoming of using this alone is that although the countries may all have similar financials, it does not indicate the infrastructure or social situation. It is because of this that the countries had to fill two criteria: firstly, the GDP had to be similar, and secondly, the countries had to have a similar literacy rate. The literacy rate is an indicator that gives a broad social picture of the countries. It identifies the infrastructure of the country in terms of education that in turn is a reflection on the

situation of accessibility and health. It also identifies the level of possibilities for the future of the countries – the potential in the current generation. It can also be an indicator of previous policies. For example a country with a high literacy rate will have had policies in the past that encourage education, with the infrastructure to support it. These two criteria were used in the sampling of four of the countries used in this study. The other two countries were selected using a purposive sampling technique. This is outlined in more detail below.

### 3.2.2 Sampling Procedure

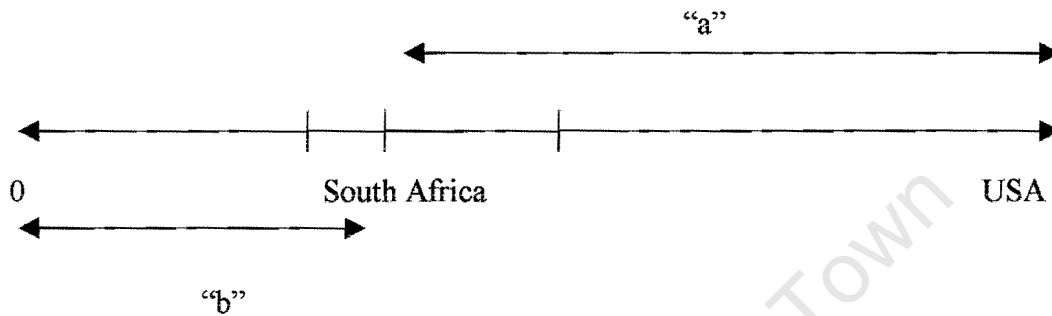
Two sampling procedures were used in this research the first was a comparison of the different countries' GDP and literacy rate, and the second is purposive sampling. The first technique was a comparison of the different countries' GDP and literacy rate, to isolate the countries that were most similar to South Africa in their economic and social environment. All figures obtained on the GDP and literacy rate were fed onto a spreadsheet, to group countries with similar attributes. Specific calculations were then used in the programme to obtain the countries. These calculations are available in example 2. The sampling of the literacy rate was the countries whose figure was within 20% below and above South Africa. The figures obtained for the GDP made it difficult to use 20% above and below South Africa's GDP, as there were not many countries that fell within the 20 % above the South African GDP. To compensate for this imbalance an upper boundary was created using 20% of the difference between the highest GDP and the South African GDP (20% of coefficient a). The same approach was used to define the lower boundary, those that were 20% of the difference between South African GDP and lowest GDP (20% of the coefficient b). There were two criteria for the sampling selection these were: firstly that the countries' literacy rate fell within 20% of South Africa. Secondly that those countries chosen had to be within the GDP boundaries stipulated. The selected countries are illustrated in table II.

### Example 2 Calculations and an Illustration of Sampling Procedure

The upper boundary was, 20% of the difference between South Africa's figure and the highest figure, above the South African GDP.

The lower boundary was, 20% of the difference between South Africa's figure and zero, below the South African GDP.

$$[\text{SA.GDP} - 20\%(\text{SA.GDP} - \text{Min.GDP})] \leq \text{Selected Country} \leq [\text{SA.GDP} + 20\%(\text{MaxGDP} - \text{SA.GDP})]$$



The second sampling procedure used, was for the selection of two of the countries, these are Botswana and Canada. Botswana was chosen for the purpose of having an African example and Canada was chosen for the purpose of having a developed nation example. Botswana was chosen, as it is an African country with a similar heritage and social situation to South Africa. The countries, which were sampled above exclude African examples. It would be useful to use an African country to look at what is being done elsewhere on the continent. The countries of each continent are fairly similar in their history, to think of South America is to think of Mexico, a developing nation. To think of North America is to think of a developed nation because of Canada and the United States of America. Africa is a developing continent and its countries have similarities in culture, history and policies. It is these reasons that prompted the inclusion of this country. Botswana also has a fairly similar literacy rate and although their GDP is lower, the social significance of using it in the comparison is great, because their social situation is that much similar. Botswana was also selected above other African countries as its literacy rate was within 20% of the South African figure in the sampling, meeting one of the criteria set out for inclusion. Canada has been selected as a country, which is far more advanced in their social and economic conditions. As mentioned earlier Canada is a developed nation. This example was used to look at what differences and similarities might exist between this

nation and others, which have been researched. It is also thought that to comparatively look at their grant system would be an advantage as an example of a system that should be working considering their status and development. Canada was not selected in the sampling, as there was no literacy figure available. However their GDP was within the top 20% boundary sample, which was one criterion in the sampling, and the reason for its inclusion.

**Table II**

The countries that were within the 20 % boundary in GDP and range literacy rate are:

<b><u>Country</u></b>	<b><u>GDP \$</u></b>	<b><u>Literacy Rate %</u></b>
Brazil	587,553,243,136	14.75
China	1,079,954,112,512	16
Indonesia	153,255,149,568	13
Portugal	103,871,176,704	7.6
South Africa	125,887,381,504	14.7
<b><u>Purposive sampling</u></b>		
Botswana	5,285,193,216	22.85
Canada	689,549,475,840	Unknown

(<http://devdata.worldbank.org/data-query/SMResults.asp>)

This research will be purposeful, as only countries where the information is obtainable will be used. The information needed in this research is very specific, and not easily accessible. All attempts to access this information were used, however it is important to note the limitations of this type of study.

### **3.3 Data Collection Methods**

The initial means by which the data was obtained was via the Internet, however this was not possible for all the countries. The next step was to approach each country's embassy in South Africa. It was due to time constraints, and financial resources that the embassies were contacted instead of the countries directly. Contacting the embassies also meant less of a language barrier. First contact with the embassies was made telephonically, which was proceeded by a fax. A template of the fax sent to the embassies is available in Appendix 4 and 5. The response from each embassy was

different; the information obtained was from China, Portugal, Brazil, Botswana, and Indonesia.

Figures, which were obtained from the World Bank website, were used in the figure analysis and sampling. This information has been taken as correct, and has been used in the analysis as standardised information. The accuracy of this information cannot be guaranteed.

### **3.4 Data Analysis**

#### **3.4.1 Introduction**

The data analysis was difficult as the information obtained differed greatly in its content, style and focus. Each country sent slightly different information for analysis; so to uniform the analysis and obtain similar information, a research template was created. Many authors refer to the uniforming of information as coding. This is done to make the information easier to analyse. In terms of this research it makes the comparison of the policies more systematic. The template is a set of analysis questions mentioned below. In the technique mentioned earlier of content analysis, Neuman (1994) explains that, "In content analysis, a researcher first identifies a body of material to analyse (e.g., books, newspapers, films), and then creates a system for recording specific aspects of it." This is what had been attempted by creating the template. The 'body of material' is the policies, which will be put into the template for analysis. The first step in the analysis is to look at the individual policies separately to clarify what is being said, and obtain the information that will be compared. This is done using the analysis questions. This will show the similarities and differences between the different policies. Secondly, these results will be compared with each other to form conclusions as to what child grants the countries are distributing, and how they compare.

Thirdly, an analysis of the proposed new system for South Africa will be examined, to compare this with the present child grant system. It is from all this information that conclusions will be drawn as to whether the present child grant system is effective in comparison to other countries and their policies, and whether the proposed child grant system will be beneficial.

Information obtained for this research also included figures on the budgets for the various countries. These figures were mostly obtained from the websites of the different countries. Some of the countries were faxed a request for this information, a copy of this fax is available in the Appendix 5. These figures will be used in a comparison of how much each country spends on their social services. While the figures are representative, government's classifications of social services differ, and may include other development departments. The budgets that have been used are mostly reflective of the actual welfare services of the countries.

### 3.4.2 Analysis Questions

To analyse the social policies effectively and draw similar information, questions were formulated for comparison. These questions uniform the analysis of the various documents. Not all the information will be available for each country. The questions were based on:

- Gills (1992) framework, (This was mentioned in the literature review, and is a method for analysis of policy documents)
- Information needed for comparison.

The information for comparison, are questions based on Gill's framework, which asks the following: who are the child grants benefitting? What is to be achieved by using the grants, and what implications will it have? And lastly are there any factors that significantly affect the grant?

### 3.4.3 The Questions

#### 3.4.3.1 Scope

The scope covers the focus of the policies. It questions who is going to benefit from the actions of the state. It explores how extensive the policy is in covering the targeted domain. The questions in this section are:

- How extensive is the policy, is it specific to different needs, or is it generalised?
- Who is the targeted population?
- How is the money or services distributed to the children?



- Who is responsible for the money?

#### 3.4.3.2 Objectives

Objectives are vital in the planning process, not only when applied to government, but other spheres of life. The objectives in the policy sets out what the government hopes to accomplish, by applying the child grants. This section of the questions also delves into the values behind the approaches used by governments. This is important as it guides the action, which is taken by the governments. The values behind the theory justify the actions, which will be analysed in this document.

These questions are:

- What is the objective or aim in providing the money or services?
- Does the policy have universality as a value?
- What is the value premise underlying the objectives?

#### 3.4.3.3 Implications

Implications refer to the affect that the policy, which is adopted, will have on society. This section explores how the policy is changing society, and whether the effects are limited to those who are the focus of the policy. The questions in this section are:

- What are the intended effects of the policy?
- How would the policy benefit society as a whole?
- How recently, or when last was the policy changed?

#### 3.4.3.4 Interacting Effects

Social policy, and in turn child grants are affected by many different forces as mentioned in the literature review. These could be political, financial or social. The questions in this section consider the effect that these factors may have on the social policy design. In some cases these factors may guide the policy. The questions are:

- Are there any historical or present events affecting the policy?
- Are there any natural forces affecting the policy?

These questions formed the basis for the comparison. The analysis first looks at the different countries, then the proposed social security system outlined by the Alliance for children's entitlement for social security. This document looks critically at the present child grant system, and makes recommendations for changes.

A difficulty with this project and a reason for the limitation of the study is the limitation of time. It is very time consuming to obtain the information from the sources.

### **3.5 Shortcomings and Sources of Error**

The limitation in using this method of research, mentioned by Mouton (2001) is the differences in comparison, because of restrictions such as language. This hindered the access to information as many websites are in the country's official language.

Another difficulty, in this research was the information itself. As it was obtained from various countries or sources, some of the data has been translated, and all of it differs in content and extensiveness. Some of the data is very specific and others are more descriptive. The research offers a limited view, of the country and the system, which it has in place. However conclusions can be drawn from the information as a basis for further research.

A shortcoming in the research design relates to the cross-sectional time dimension mentioned earlier, this kind of dimension, is considered by Neuman (1994:26) as being a disadvantage as "...it cannot capture social processes or change." This is specific to the reliability of the research in that the time and information available at the time of the study will vary if the research was repeated at a later date. Countries are often in the process of change; an obvious example is the proposed system for the South African child grant. If this study was repeated in five years, the situation of the child grants could be the same or completely different, and that is not to say that it would follow the proposed system. This is as mentioned in the research design, a facet of reliability of the research, which is concerned with the ability to repeat research and yield the same results. The reliability of this research is limited due to time and ability to access similar information. If the same materials are used the sampling and methodology could be repeated, implying some reliability.

In this research an attempt has been made to study materials related to the topic; however, it is important to mention the limitation of time. Due to restraints in time there has been a review of some literature; however it is noted that with a further search there may be more materials, which could have been included.

There were no major ethical issues with this research topic. An ethical consideration could be misinterpretation of materials. An attempt was made to minimise this by referencing all information and providing website addresses.

### **3.6 Conclusion**

The methodology used in this research was chosen in order to extract the most useful information from the data obtained. This research uses these methods as a way to select, extract and sort the data for analysis. The analysis that was done included both a demographic and policy document analysis. The document analysis, which will be covered in chapter 5, looks at the actual documents obtained, and uses the selected coding method to sort the data. The Demographic analysis in chapter 4 is an examination of the development indicators for the countries analysed.

## **Chapter 4 - Demographic Analysis**

### **4.1 Introduction**

In order to analyse the individual countries' policy, figures have been obtained to serve as a quantitative analysis of the effects of the social policy on the social situation of the countries. The demographic analysis is a look at development indicators of the countries. These figures will compare different development areas of the countries. Development indicators are figures about a country that help to depict a picture about the situation. High development indicators such as those for Canada below, are indicative of a high human development and developed services in the country. Countries with indicators that depict large malnutrition and high infant mortality, will be indicative of less developed countries that have many social problems. These indicators were an attempt to provide an idea of the social services being provided, and the needs of the different countries. The analysis was a way to examine the affects each countries' child grant has had on the development indicators. If a country is giving children a large amount of money while there is gross malnutrition, it is clear the system could not be working. The indicators will give a basis for the effectiveness of the different grants in the different countries. The indicators that have been used were included to give an idea of the social situation of the countries, for example child malnutrition was included to examine the health needs as well as the effects of poverty. It is important to recognise that although these indicators give an idea of the situation of the country at present, they do not show the progress or developments of these countries in the different areas. The UNDP (United Nations Development Programme) (1998) make this statement in this regard: "A child born today in a developing country can expect to live 16 years longer than a child born 35 years ago. Developing countries have covered as much distance in human development during the past 30 years as the industrial world managed over more than a century." This clearly shows that although the situation presented in the figures seems dire, it is not indicative of the present developments of the struggle of the countries so far. This will be examined under each indicator. All the figures used for these comparisons were obtained from the World Bank's website –

[www.worldbank.org/data](http://www.worldbank.org/data)

## 4.2 Graphical Representation of Development Indicators

In the analysis below, information is presented in both a graph and tabular form, for each indicator examined. The table gives the detailed information on the figures and the graphs have been included to show an easier comparison of the countries' development indicators.

### 4.2.1 Comparison of Population Size

Table III shows the different population figures for the countries in this study. This table was included, as it compares the different population sizes of the different countries, this is important when examining the seriousness of the social problems. In China there is a far greater population than the other countries, this means that the percentage of child malnutrition will mean more children than say Botswana. As most of the figures give percentages, the population size will show the reality of the social problems. This research compares countries with a similar social and economic situation, except for Canada and Botswana. With a larger population China's efforts at social policy have had to respond to a large number of individuals. This population figure has a large effect on the social policy and culture within the country. Many years ago, China instituted a law limiting the number of children per family to one. This was seen as a way of population control to deal with the rapidly growing population. This law affects social policy, as the provision of social resources would be restricted to one child per family. In South Africa, the suggested policy would have to give money for as many as seven children in one household. It is commonly known that raising children is expensive, and the more children there are, the more money that is needed. In China where families are not allowed more than one, it would mean fewer families are thrown into poverty by having to look after many children's' needs. In contrast this is possibly a factor that perpetuates the poverty of large families. The culture in the communities in China is also affected, in that great value is put on the child and childless couples offer money to adopt children, as there are so few. The culture and population affect the government's response in its social policy.

Indonesia and Brazil also have a large population with over 170 million people for whom the government is responsible. In comparison, the more developed country Canada has only 30.7 million individuals, and Botswana only has 1.8 million. Canada with its low population has a very high GDP, which would mean that there are a lot more funds available to fewer individuals. Botswana may have a small population but their GDP is significantly lower than that of the other countries.

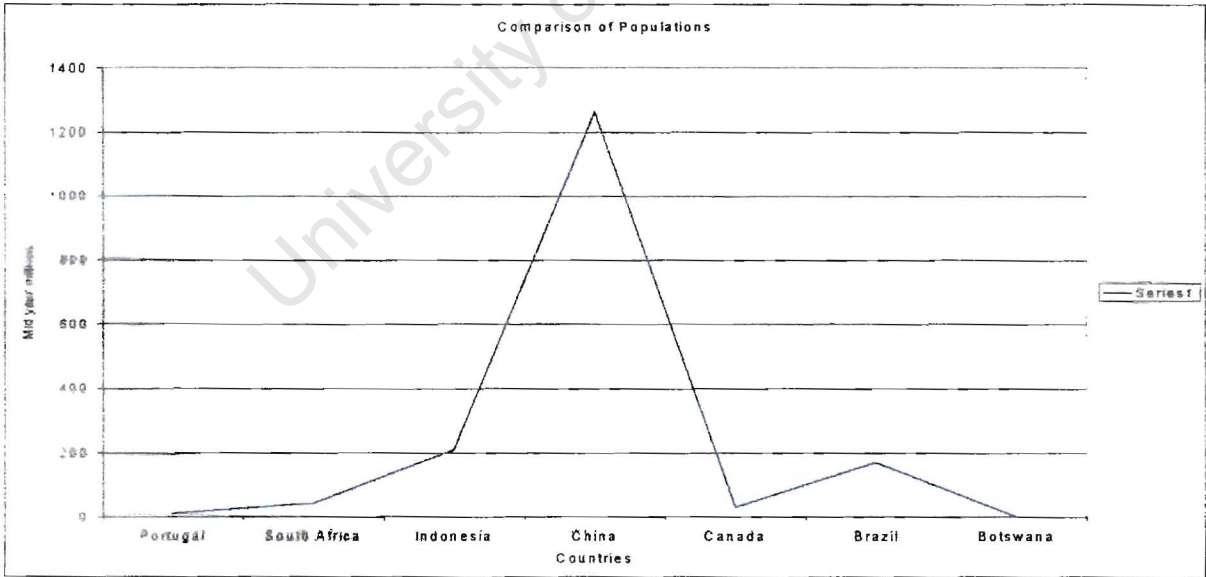
**Table III**

**Table of Population Sizes**

Country	Population Millions
Portugal	10
South Africa	42.8
Indonesia	210.4
China	1,262.50
Canada	30.7
Brazil	170.1
Botswana	1.6

([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

**Graph 1 - A Comparison of Population Sizes**



([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)



#### 4.2.2 Comparison of Infant Mortality

Table IV shows the comparison of infant mortality in each country. The infant mortality indicator is an indication of the health situation of the country. The access to hospitals and the level of technology in the hospitals, will often determine whether a child lives or dies. In developed countries health services are far superior to developing and underdeveloped countries, and this is evident in their infant mortality indicators. It is clear that Botswana has the highest rate of infant mortality. Infant mortality is a clear indicator of the infrastructure in a country, as mentioned before. It shows the accessibility of individuals to hospitals, as well as the availability of pre and postnatal education. This infrastructure forms the basis for the work done by social services. A high infant mortality rate is usually synonymous with underdeveloped countries. Botswana's high infant mortality of 58 infant deaths per 1000 live births, shows that their infrastructure and development is in need. Comparably Canada, with only 5 infant deaths per 1000 live births has the lowest infant mortality. The infrastructure in this country differs greatly with advanced medicine, and community centres offering pre and post-natal care. Portugal's infant mortality of 6 per 1000 live births is also very low which is a good indicator of their social infrastructure. South Africa is second highest in its infant mortality figure with 51 infant deaths per 1000 live births, and here as with Botswana, these figures are highest in rural areas, where there is little medical assistance or education. Indonesia, China and Brazil all have lower infant mortality rates, and while these are far from the low infant mortality rate of Portugal and Canada, they are an indication of improved services.

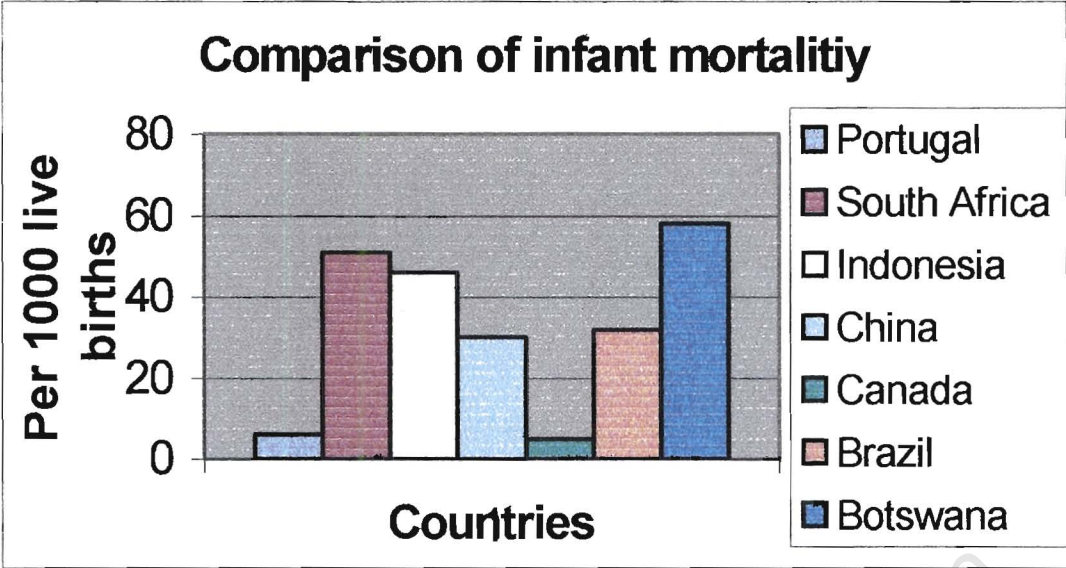
**Table IV**

**Table of Infant Mortality**

Country	Infant Mortality (Per 1000 Live Births)
Portugal	6
South Africa	51
Indonesia	46
China	30
Canada	5
Brazil	32
Botswana	58

([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

**Graph 2 - A Comparison of the Infant Mortality**



([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

**4.2.3 Comparison of Life Expectancy**

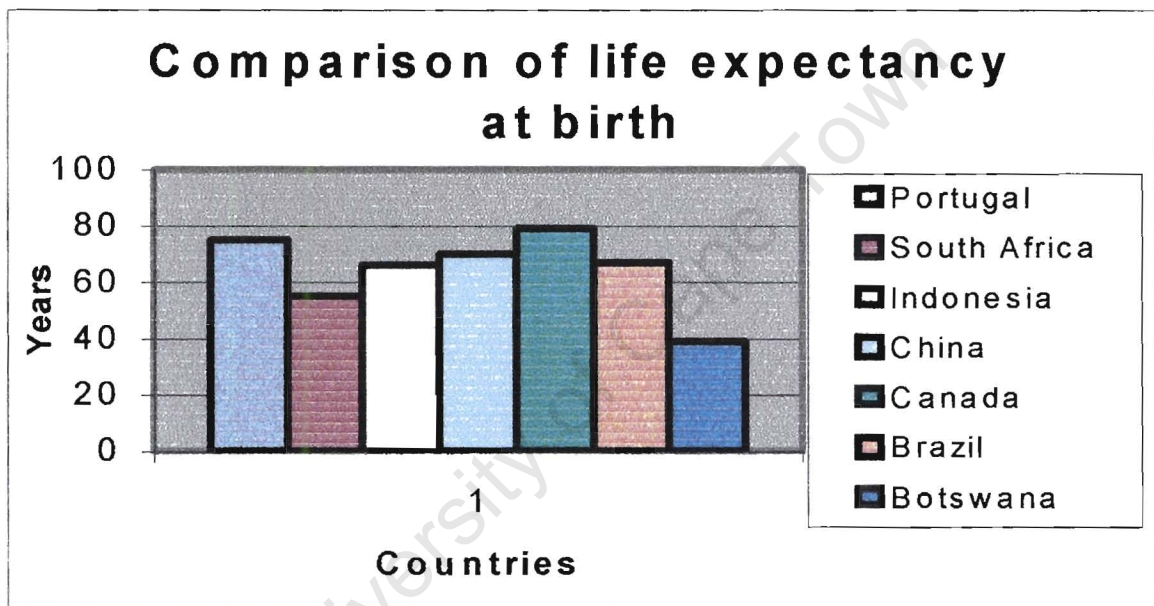
Table V is related to graph 3 on infant mortality, and compares the average age at which individuals in a country survive from birth. A high infant or child mortality will mean that the life expectancy age of a country will decrease. This indicator gives various information about the social situation in a country. It indicates the quality of the health services and chances of survival for children. Although this indicator is not specific as to why life expectancy is low or high, it is usually attributed to the social situation of the country. A high life expectancy will show a developed country with improved services. The reverse is true for developing countries. One major factor affecting this indicator is vaccinations for child-related illnesses, and the occurrence of these preventable diseases. In countries where vaccinations are high and infant mortality low, the life expectancy at birth is significantly higher. Portugal and Canada have achieved this; South Africa and particularly Botswana have a very low life expectancy. Recently this has also been related to the high figures of infection of HIV/Aids. These countries have a large proportion of HIV/Aids infections, which they are not only unable to treat, but they also struggle with providing education about the disease. This indicator is a means by which to measure development of a country. A countries' degree of development will be evident by advanced medicine, housing assistance and a high standard of education.



**Table V****Table of Life Expectancy**

Country	Life Expectancy at Birth (Years)
Portugal	75
South Africa	55
Indonesia	66
China	70
Canada	79
Brazil	67
Botswana	39

([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

**Graph 3 – Comparison of the average life expectancy**

([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

#### 4.2.4 Comparison of Child Malnutrition

Child malnutrition refers to children who either have a nutritionally insufficient diet or are not being given food. This indicator can indicate the situation of poverty and services in a country. In a country where there is education about nutritional eating and means to feed children, this figure will not be very high, such as those in developed countries. The child malnutrition table VI differs from the previous tables. Canada and Portugal did not have figures for this indicator. The most startling figure in this graph is the figure for Indonesia, whose child malnutrition is far greater than that of the other countries. This is very clearly a problem, which needs to be

addressed in this country. South Africa and China have the same number of malnourished children, with Brazil having the lowest. This indicator is related to poverty, and the infrastructure of the country. Infrastructures are needed in the communities to support and educate parents on taking care of the nutrition of the children.

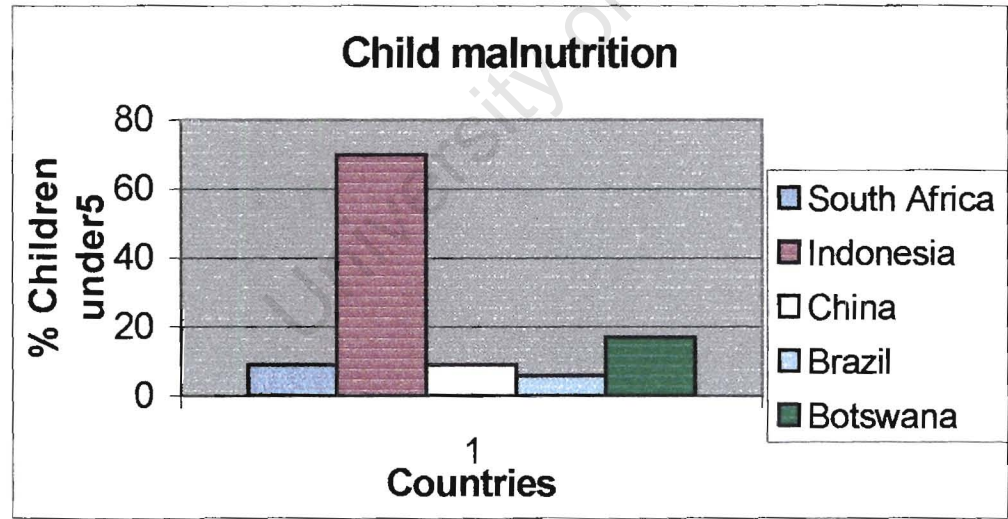
**Table VI**

**Table of Child Malnutrition**

Country	Child Malnutrition (% of Children Under 5)
Portugal	.
South Africa	9
Indonesia	70
China	9
Canada	.
Brazil	6
Botswana	17

([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

**Graph 4 - A comparison of Child Malnutrition**



([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

**4.2.5 Comparison of Access to an Improved Water Source**

Table VII shows how much of the population has access to an improved water source. The meaning of improved water is that which is safe from disease and clean to drink. Access is also important, as in many rural or tribal areas individuals have to travel far

in order to acquire water, which is then carried back to their homes. Access to water means water supplied within a viable distance, to enable individuals to use the water. These indicate how developed the infrastructure of a country is; a country that is developing its infrastructure like that of South Africa, is still attempting to get the resources out to the rural areas, giving them accessible and safe water.

The graph is interesting in that the figures seem closer than other presented figures. South Africa and Botswana have the same figure 70%, in contrast to Canada; according to these figures all 100% of the population have access to water. In relative terms this would mean that 30 % of the South African population still needs access to an improved water source. This is a large figure and would be costly to remedy. It is the small differences, which makes this graph so misleading. The other countries on the graph namely Indonesia and China also have a low figure with only 76% and 75%. These figures are an indication of the remoteness of some of the areas in the country in need of basic resources. This has a large impact on children's survival and welfare. In South Africa for example, there was a recent scare of cholera, which led to sickness and even fatalities. The state is responsible for ensuring safe and accessible drinking water, and to ensure children are being provided for.

**Table VII**

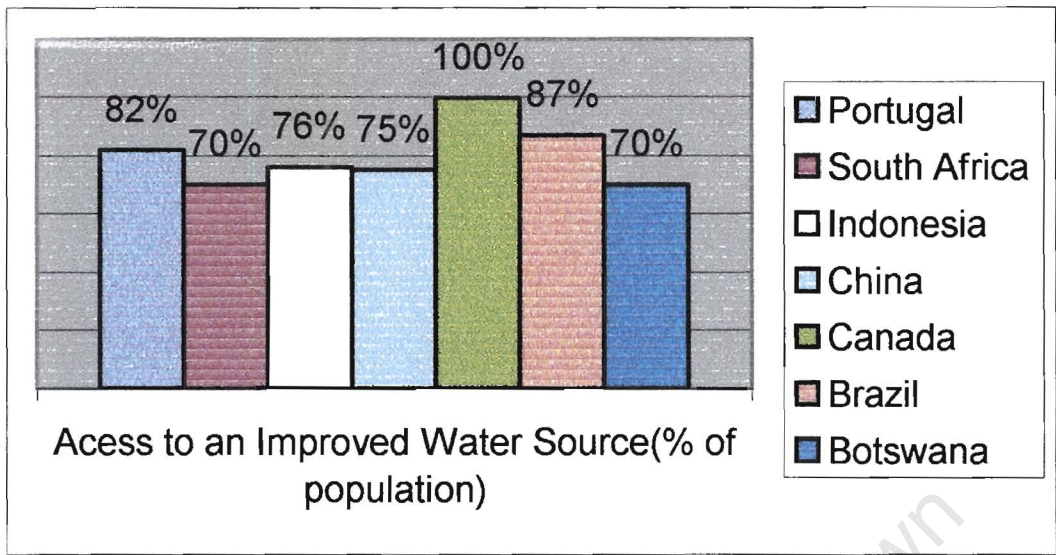
**Table of Access to an Improved Water Source**

Country	Access to Water (% Population)
Portugal	82
South Africa	70
Indonesia	76
China	75
Canada	100
Brazil	87
Botswana	70

([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)



**Graph 5 - A Comparison of Access to an Improved Water Source**



([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

**4.2.6 Comparison of Gross Primary School Enrolment**

Table VIII shows a comparison of children who are at school enrolment age, enrolling in primary school. The UNDP (United Nations Development Programme)(1998:220) describes primary education as “Education at the first level (International Standard Classification of Education-ISCED-level 1), the main function of which is to provide the basic elements of education, such as elementary schools.” This description provides an indication of the level of enrolment. This graph was chosen as an indicator of the child literacy in each country. It is meant to give an idea of the amount of children attending or enrolling in school in each country. This graph shows a focus in many of the country policies, and this is probably because of the concept that education is the key to remedy situations. It is thought that if individuals were educated they would have the tool to relieve their situation. South Africa has the highest primary school enrolment. It has made many attempts at encouraging education; this figure is a reflection that the country is achieving in this regard. It is unusual that Canada does not have a higher figure; however, this could be related to the figures and what is excluded. In many developed countries there is a trend towards home schooling, or different school systems.

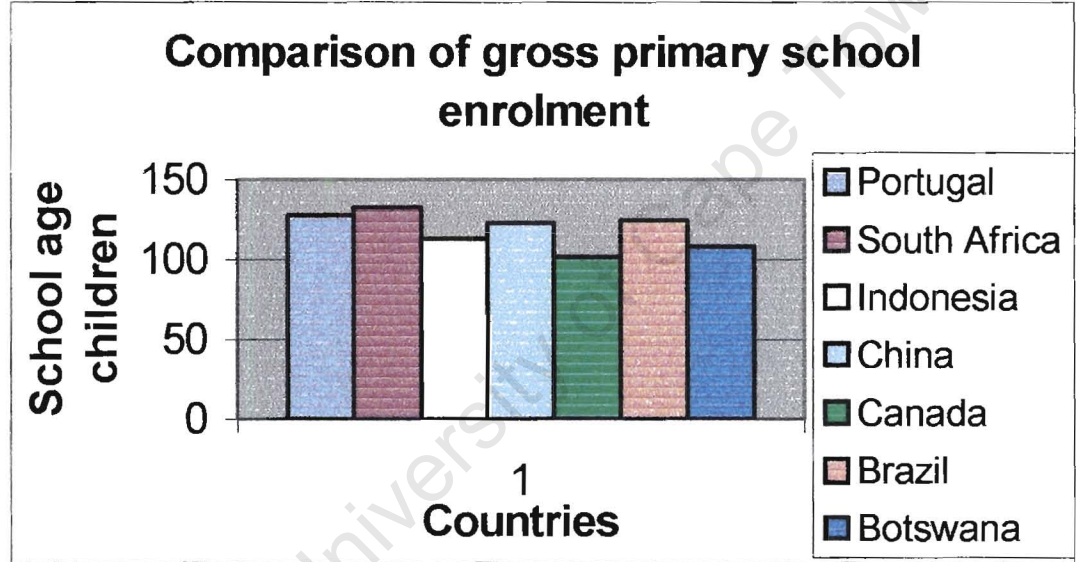
**Table VIII**

**Table of Gross Primary School Enrolment**

Country	Gross Primary School Enrolment (School enrolment Age )
Portugal	128
South Africa	133
Indonesia	113
China	123
Canada	102
Brazil	125
Botswana	108

([www.worldbank.org/data](http://www.worldbank.org/data)) (Year:2000)

**Graph 6 - A Comparison of School-Age Population enrolled in primary school**



([www.worldbank.org/data](http://www.worldbank.org/data)) (Year: 2000)

**4.3 Summary of Graphical Information**

In order to compare the development indicator information, it has been collated in Table IX. This method of looking at the data makes it easier to examine and compare which countries have a lower infant mortality and higher life expectancy rate. The table ranks the countries according to the development of each indicator. A country is more developed if the life expectancy is high, but the infant mortality is low. In the case of infant mortality and child malnutrition, the lowest figures are presented as the top ranking. In the other columns the ranking is based on the higher development figures. These will give an idea of the social situation in the different countries.

**Table IX**

The ranking order of the information supplied in graphical representation

<u>Country ranking</u>	<u>Infant mortality</u>	<u>Life expectancy</u>	<u>Child malnutrition</u>	<u>Primary school enrolment</u>	<u>Access to a improved water</u>
<u>1</u>	Canada	Canada	Brazil	South Africa	Canada
<u>2</u>	Portugal	Portugal	South Africa	Portugal	Brazil
<u>3</u>	China	China	China	Brazil	Portugal
<u>4</u>	Brazil	Brazil	Botswana	China	Indonesia
<u>5</u>	Indonesia	Indonesia	Indonesia	Indonesia	China
<u>6</u>	South Africa	South Africa		Botswana	South Africa
<u>7</u>	Botswana	Botswana		Canada	Botswana

This above table IX clearly shows the development areas of each country in respect to the different indicators. Canada has shown less social need than the other countries examined. This was expected, as it was chosen as an example of a developed country. Portugal seems the most advanced in relation to the other countries with a similar social and economic situation. It also, like Canada, institutes a provisioning programme for all children. These countries seem more similar to each other than to the other countries in their development indicators.

China and Brazil according to these indicators are similar with regard to their social situation. Both countries' social situation is more improved than South Africa, however neither is as advanced as Canada. Indonesia although showing a better social situation than South Africa, through the indicators, has a startling figure of child malnutrition. Malnutrition is a serious situation, which can lead to illness and fatalities. This is a problem, which should be a focus for their services. Their present policy is aimed primarily at disaster management, which is an immediate need for the population. One of the priorities should be feeding programmes for the children, like the one in Brazil which feeds 35 million children at school on 180 days of the year (information from website: [www.brazil.org.uk](http://www.brazil.org.uk)) Indonesia is attempting to help these

children through children's homes and related services, as these children are destitute on the street. Their situation is perpetuated by the natural disasters in the country.

In comparing these indicators it becomes clear that in many respects Botswana is similar to South Africa. Their social situation is very similar, however South Africa seems to have a higher primary school involvement, which suggests a focus on education.

From these figures it is possible to deduce that there are countries in this study whose social situations are very similar. The countries, which are similar to the suggested grant system for South Africa, are Portugal and Canada, all of whom adopt the value of universality. The present South African child grant system is very similar to the social situation in Botswana. These two countries have a very high infant mortality and their life expectancy is very low. These indicators show that according to the comparison of the countries in this study with a similar social and economic situation, the two African countries have a poor infrastructure and services for children.

## **Chapter 5 – Policy Analysis**

### **5.1 Introduction**

The analysis as described in the research design, follows a set structure in the form of a question template. Each country below has been analysed in this form, in this structure. The country is introduced and their policy is analysed, using the questions. This extracted information will then be compared. The countries have been analysed in no particular order. The analysis will include an examination of the suggested child grant system for South Africa. This is done to draw conclusions as to whether the system is more or less appropriate than the present child grant system.

### **5.2 Canada**

Canada is a developed country and should represent as an example of an advanced system. Canada has little poverty and related problems in comparison with other countries. The focus of their social policy is on developing the child. The state helps families by providing tax benefits to those with children. The state also provides a very supportive role in terms of extending maternity leave, and providing pre and post natal classes. All these services create a healthier environment for the children.

#### **5.2.1 The Questions**

##### *Scope*

##### **1. How extensive is the policy, is it specific to different needs, or is it generalised?**

The information obtained on Canada seems to indicate that the policy is generalised to all children, and not specified to need groups. That is, the policy does not specify children of particular needs, such as special needs children.

##### **2. Who is the targeted population?**

Families are targeted and specifically children. The target population is restricted to employed individuals as the grant is distributed through tax benefits.



### 3. How is the money or services distributed to the children?

The money is distributed to parents through a tax benefit scheme, which is deducted from their taxes. This is thought to filter down to affect the children.

### 4. Who is responsible for the money?

The parents are responsible for the money.

## *Objectives*

### 5. What is the objective or aim in providing the money or services?

There are three objectives mentioned. Firstly to reduce poverty. Secondly, to promote the idea that working is better for families than being unemployed. Lastly, to ensure that there is no overlap or duplication of services.

### 6. Does the policy have universality as a value?

Yes, as the policy is available for all children or rather families and is influenced by how many children each family has. This applies to all children, adopted and biological.

### 7. What is the value premise underlying the objectives?

The normative value would seem to be most applicable, as the state provides for families as a function of government. The funds and services are not provided in the event of family failure, but rather because it is the role of the state to look after society.

## *Implications*

### 8. What are the intended affects of the policy?

Firstly to reduce poverty and need; and secondly to encourage employment and family welfare. These complement each other in that income is generated through employment, which reduces poverty.

### 9. How would the policy benefit society as a whole?

It creates an ethic in the communities that child development and employment are important, making better the situation for society as a whole.

### 10. How recently or when last was the policy changed?

The most recent development was an early childhood development framework, which is a five-year plan beginning in 2001/02

### *Interacting affects*

#### 11. Are there any historical or present events affecting the policy?

There are individuals in Canada who have historically had an impact on the policy formation of the country. These are a group of people known as Inuit's, referred to by the Canadian government as Aboriginal people, natives of the country who are incorporated into the policy of the government. They represent the Eskimo population in Canada. This population has been acknowledged and been given land in northern Canada. There is evidence in the documents on Canada that these populations make up a social need in Canada.

#### 12. Are there any natural forces affecting the policy?

There are no extraordinary conditions.

#### 13. Any criticism mentioned in documentation?

In the document it is mentioned that reference to caregivers should include a more extended definition, to include non-traditional families. There has also been mention that a more encompassing emphasis should be placed on all children to include aboriginal and special needs children.

The universality is very equitable; however, it assumes that all children's needs are the same. The needs of a child living in one area may differ from those of a child in another. Neither consideration nor mention is given to single parents or handicapped children. In response though, it may be that these services are provided in another form, but not mentioned.

## **5.3 Brazil**

Brazil's social policy is focused on dealing with poverty, and as a result many of their programmes are centred around helping children in such circumstances. The school feeding project is an example of this, as the children are in need of the nutrition.

These are emergency measures to reduce the affects of the widespread poverty. There is also mention in the document that Brazil has only recently started focusing its policy on social services, and the poverty may be a result of this delay.

### 5.3.1 The Questions

#### *Scope*

1. How extensive is the policy, is it specific to different needs, or is it generalised?

The policy seems to be specific to children, targeting those who are in the poorer regions.

2. Who is the targeted population?

The data reveals that social welfare is focused on the protection of the family, and support for children, particularly those who are poor.

3. How is the money or services distributed to the children?

Services take the form of crèches and programmes for malnutrition, specifically school feeding programmes. There is some money provided by the state, which is distributed to families to prevent child labour. Families will receive money for children under 14; the amount would be half the amount of the minimum wage.

4. Who is responsible for the money?

NGO's, education and medical institutions are responsible for the distribution.

#### *Objectives*

5. What is the objective or aim in providing the money or services?

In the documents Brazil mentions that the 'ultimate' objective is to reduce the high degree of inequality between the rich and the poor, which is why their focus is on the poor. Their objectives are also the protection and support of families and children.

6. Does the policy have universality as a value?

No, the policy does not seem to have this value, rather it focuses on poorer children.

7. What is the value premise underlying the objectives?

The institutional value would be the most appropriate, as providing services is a function of government. At the same time government is focusing on the needy and emergency services, responding to those children whose families are unable to care for them.

#### *Implications*

8. What are the intended affects of the policy?

The policy intends to reduce inequality, particularly to the poor, and provide for children.

9. How would the policy benefit society as a whole?

It would seem that this policy would better the present situation, and relieve some of the current poverty.

10. How recently, or when last was the policy changed?

It seems that the policy change has been recent as 1993.

*Interacting affects*

11. Are there any historical or present events affecting the policy?

The mention of poverty in the readings seems to imply it is deep-rooted.

12. Are there any natural forces affecting the policy?

This is unknown.

Brazil's social policy appears to be the implementation of emergency measures, in response to the great poverty in the country. The focus of the relief is malnutrition, child labour and infant mortalities. One of these measures is the use of incentives, the offering of financial assistance to poor families. The stipulations for these incentives are that the families live in any one area for an extended time, and while staying there any children under the age of fourteen must attend school and have regular check-ups at the clinic. Families will then be eligible for an amount of half the minimum wage according to the number of children. Each area in Brazil has variations of these incentives, however the principle of fulfilling particular requirements is the same.

## **5.4 Indonesia**

Indonesian social policy is aimed at relief, as the country is plagued by natural disasters such as monsoons. There are also territorial conflicts in the area. These are the reasons for many of the social problems facing this government, such as orphans, homelessness and poverty. The government has responded by focusing on reconstruction and rehabilitation. There are also preventative measures being used in terms of education to prepare families for these disasters, and help them to overcome the difficulties associated with them.

### 5.4.1 The Questions

#### *Scope*

1. How extensive is the policy, is it specific to different needs, or is it generalised?

This policy seems to be specific to need groups, and is not generalised to all children.

2. Who is the targeted population?

The targeted population seems to be the children who have been affected by natural disasters and social conflicts. There appears to be a focus on refugees in the different areas, specifically the orphans.

3. How is the money or services distributed to the children?

Assistance is provided through NGOs, and this includes education.

4. Who is responsible for the money?

The NGOs have the responsibility of providing the services and distributing any money.

#### *Objectives*

5. What is the objective or aim in providing the money or services?

The objective is to relieve the situation of the affected children. Parents are unable to look after their children for many reasons, and as a result there is a high degree of street children in Indonesia needing assistance.

6. Does the policy have universality as a value?

No, the policy does not have universality as a value. The focus is on those most in need.

7. What is the value premise underlying the objectives?

There is an institutional value because the government has taken responsibility for the children that are in need. The situation is so severe that government assistance is needed to rebuild the communities, thereby making it a function of government. There is also a social value of social welfare for guidance of neglected children by communities.

#### *Implications*

8. What are the intended affects of the policy?

To relieve the damage and poverty which is a result of natural disasters and conflicts.

9. How would the policy benefit society as a whole?

This policy is taking care of those left destitute, and helping to rebuild the infrastructure.

10. How recently or when last was the policy changed?

It would seem that the policy was last changed in 1994/1995

*Interacting affects*

11. Are there any historical or present events affecting the policy?

Territorial conflicts are creating a need for emergency services and counselling.

12. Are there any natural forces affecting the policy?

This is a major factor in the policy as the government is trying to recover from natural disasters, which create a need for emergency shelter, food and assistance, as well as long term rebuilding.

The government intends to empower its people, through education and guidance, by instilling social values of scouting, pioneering and heroism. It is through these values that communities can take responsibility for the homeless, poor and those affected by natural disasters.

## 5.5 China

China's social policy is aimed at prevention, by putting in place measures to avoid present problems occurring in the future. They are doing this medically through immunisation, and nutrition monitoring. China has programmes that raise funds for subsidies to send poor children to school, this money does not seem to come from the state. According to the readings obtained in this research there does not seem to be child grants.

### 5.5.1 The Questions

*Scope*

1. How extensive is the policy, is it specific to different needs, or is it generalised?

This policy seems to be specific to different needs, rather than being generalised. This would mean that the policy is focusing on different problems such as poverty, child malnutrition, and orphans.

2. Who is the targeted population?

All children are targeted, particularly those in poverty.

3. How is the money or services distributed to the children?

The money is distributed through the state and NGO programmes to the children.

4. Who is responsible for the money?

Committees, NGO's, and educational and medical institutions are responsible for the money. These institutions are given money to use towards helping children.

### *Objectives*

5. What is the objective or aim in providing the money or services?

The focus of the policy in China seems to be on preventative measures. The objective being to provide services and facilities to avoid placing children at risk. Another objective mentioned in the data is the promoting of psychological, intellectual, and moral development.

6. Does the policy have universality as a value?

Universality is not a value in this policy. While the services are available for everyone, it is focused more on disadvantaged groups and those in need.

7. What is the value premise underlying the objectives?

The institutional seems to be most appropriate, as the government is taking a preventative approach to the problems, which is a normative approach. At the same time, it only helps children in dire need, and relies on families to look after their own children as a residual value.

### *Implications*

8. What are the intended affects of the policy?

The prevention of problems in the future is achieved through immunisation, which would decrease deaths and physical incapability. The government is also instituting the means with which to sustain the communities for the present. It is important to note that other governments are involved in similar services, and that these are what China offers as an alternative to child grants.

9. How would the policy benefit society as a whole?

It will improve the social environment of the country, and create better development opportunities for children in the future.

10. How recently or when last was the policy changed?

Documents suggest this was 1991.

*Interacting affects*

11. Are there any historical or present events affecting the policy?

China has laws that stipulate that there can only be one child born per family. This is an attempt to reduce the population numbers. Great importance is also placed on male children, and as a result Chinese girls only recently started to attend school.

12. Are there any natural forces affecting the policy?

There is mention in the literature of earthquakes.

It would seem that China is using both preventative and emergency measures for relief in their country. There is a strong cultural ethic in the country of looking after the elderly and young. Children are valued, which can also be a result of the restriction placed on the number of children a family is allowed. Communities are encouraged through this ethic to look after children. A clear example is shown in their requirements of families wanting to adopt. The families must pay all the costs associated with the upbringing of the child. This could be a deterrent for families with little funds, but the value of the child is that much more.

## **5.6 Portugal**

Portugal's child grant system allocates money to families, according to two factors. Firstly the number of children in a family determines the amount given – the more children, the more money allocated to the family. Secondly, the amount is dependent on the income received by the family; the less the family earns the more money they receive.



### 5.6.1 The Questions

#### *Scope*

1. How extensive is the policy, is it specific to different needs, or is it generalised?

It is both generalised, as it is available to all need groups, and specific as it is divided into needs groups according to income level. Those who have less are given more.

2. Who is the targeted population?

Families seem to be targeted, as the amount is dependent on the number of children.

3. How is the money or services distributed to the children?

The money is distributed through regional social security centres

4. Who is responsible for the money?

The state is responsible for the distribution to the parents, and the parents need to ensure that the children receive the help needed.

#### *Objectives*

5. What is the objective or aim in providing the money or services?

The objective is to provide financial assistance to families. The money is dependent on the amount a family earns; therefore the money is an attempt to alleviate some of the poverty.

6. Does the policy have universality as a value?

Yes, as everyone has accessibility to funds, however the amount differs.

7. What is the value premise underlying the objectives?

It would seem that the value is normative as the state is providing the funds as a function. The state is also allocating amounts according to what the family cannot provide, and this variable amount is based on the need, which supports an institutional approach.

#### *Implications*

8. What are the intended affects of the policy?

The data obtained uses the term 'protection' of the family, which would imply that the family is protected against poverty.

9. How would the policy benefit society as a whole?

It helps families to provide for their children. This ensures children have access to shelter, food, and water. It also helps with the upliftment of society.

10. How recently or when last was the policy changed?

1997

### *Interacting affects*

11. Are there any historical or present events affecting the policy?

Unknown

12. Are there any natural forces affecting the policy?

Unknown

## **5.7 Botswana**

Botswana's social policy takes the form of rations distributed to individuals in need. In terms of children, this would mean children who have been deserted by family, and consequently have no support. The government will only intervene when the communities and families fail in their responsibilities to the child. There seems to be a major problem developing in Botswana in that traditional coping methods, for example communal responsibility of children, are failing. The response the government is taking is in the form of home-based care and the allocation of resources to the children. This programme was the first of its kind, as in the past orphans were considered alongside destitute individuals.

### 5.7.1 The Questions

#### *Scope*

1. How extensive is the policy, is it specific to different needs, or is it generalised?

This policy is specific to different needs. Its particularity is that it responds to only those individuals in poverty and in need.

2. Who is the targeted population?

The policy focuses on those who cannot provide for themselves, specifically the unemployed and children.

3. How is the money or services distributed to the children?

Community development departments, and social welfare institutions are responsible for the distribution.

#### 4. Who is responsible for the money?

The individual in need is specified as receiving the services from the departments.

In the departments, workers assess the individual need, and distribute the goods to children or the unemployed

#### *Objectives*

#### 5. What is the objective or aim in providing the money or services?

The policy is stated as ensuring equity and encouraging self-reliance. The policy is aimed at helping only those who cannot help themselves. The policy stipulates that no help will be given to those who do not want to help themselves.

#### 6. Does the policy have universality as a value?

No, the services are limited to those in extreme circumstances.

#### 7. What is the value premise underlying the objectives?

In the past, the value premise in this country was definitely residual, with the description of services as a safety net. This is changing to an institutional approach, as the government has started to provide services for those in desperate circumstances, as a function of the state.

#### *Implications*

#### 8. What are the intended affects of the policy?

To come to the aid of the individuals, and specifically children in the communities who are unable to help themselves, and are in need of support. To rehabilitate these individuals in order for them to function in society again.

#### 9. How would the policy benefit society as a whole?

There is a historical ethic in the policy, which encourages communities to take responsibility for those in dire circumstances; for example, orphans and the unemployed. This would mean society is less reliant on the government, and the state would be able to focus its resources on other needs, which could help society.

#### 10. How recently, or when last was the policy changed?

This is not known, however it is mentioned that the aid was developed in 1979, and that it is revised annually.

#### *Interacting affects*

#### 11. Are there any historical or present events affecting the policy?

Unknown.

## 12. Are there any natural forces affecting the policy?

There does not seem to be any evidence in the policy.

## 5.8 South Africa

The present South African grant system gives money (R100) to children under seven years of age, whose families are poor, this is referred to as the child support grant.

The Lund Commission (1996:6) describes this grant as “The benefit is aimed at protecting the poorest children in their most vulnerable years.” This is both the aim of the grant and the reason for its restriction of age. Money is also allocated as assistance to foster parents for fostering children. There is also a care dependency grant for mentally or physically disabled children up to the age of 18 years. This is a small contribution to help families with small children, and make sure that children are receiving their basic rights. There are other services available for children, such as vaccinations like that in China, and other programmes initiated for specific social needs.

### 5.8.1 The Questions

#### *Scope*

#### 1. How extensive is the policy, is it specific to different needs, or is it generalised?

The policy is specific to different need groups. For example those children in foster care or affected by disability.

#### 2. Who is the targeted population?

The targeted population are the children who have specific needs and children under seven.

#### 3. How is the money or services distributed to the children?

The government administers the money, available at many venues.

#### 4. Who is responsible for the money?

The parents or caregivers

#### *Objectives*

#### 5. What is the objective or aim in providing the money or services?

The objective of providing the money or services is to support the individuals in the country who are most in need, and provide for children still vulnerable for example those under seven.

6. Does the policy have universality as a value?

No, universality is not a value, as only those in poverty who have children under seven, have access to the money and services.

7. What is the value premise underlying the objectives?

The value premise of the grants distributed in South Africa is institutional. The grants are distributed in the event of failure of the family to provide, and at the same time provide a function to those in need.

*Implications*

8. What are the intended affects of the policy?

To relieve the situation of poverty for families, and help families in the communities to help children and orphans; this is in terms of the foster care grants. The help is aimed at those unable to help themselves, that being the children.

9. How would the policy benefit society as a whole?

Although the help is specific to small need groups, this help would be invaluable to this group, as without it there would be more poverty. The help is aimed at those in dire circumstances, and those with specific needs, such as the physically and mentally challenged.

10. How recently or when last was the policy changed?

The grant is based in the Social Assistance Act of 1992. (Act 59 of 1992)

*Interacting affects*

11. Are there any historical or present events affecting the policy?

Due to apartheid South Africa has a politically charged history. There was a time in the country when preferential treatment was given to White individuals, and this included social services. The present policy tries to remedy these injustices, by providing for all individuals not only to specific race groups.

12. Are there any natural forces affecting the policy?

There are no specific disasters, however the country is large and each region has disasters. One recent large disaster was flooding, which occurred, in the northern provinces.

South Africa's policy is very specific, however many services are provided by NGO's. The government helps to fund these organisations, which provides invaluable help to communities and children. There is a shift in the country to concentrate on the children who are infected with HIV/Aids, which is becoming a very big need. In the document by ACCESS (2001:5) there is an illustration that shows that the percentage of children who are receiving the grant and are eligible is only 38%. Meaning that 62% of the children who should be receiving this grant are not. This is a criticism of the present system, other criticisms include:

- Children are falling through the gaps as mentioned before, only few are actually receiving the grant
- The present grant is limited by age
- The present grant does not cater for HIV/Aids
- The present grant is limited to the cash transfer
- There are many service delivery problems

Remedies to these problems are suggested in the proposed policy suggestion below.

## **5.9 Proposed Policy Suggestion for South Africa**

The Alliance for children's entitlement to social security (ACCESS), is a conglomerate of organisations and individuals from the child welfare sector, who have come together to better the situation in South Africa (a list of those involved is available in Appendix 6). These individuals do not think that the present social assistance programme is effective or efficient. In bringing together these key role players, recommendations were made at a workshop that would try and improve the situation for South African children. The workshop attended by these individuals was held in Cape Town in March 2001. It was a time to share ideas for the future of childcare and to explore issues with the present policy. The recommendations for a new childcare grant was discussed and put forward for transformation.

The recommendations are: (ACCESS, 2001:iii)

1. Universal provisioning of a basic support grant for all adults and children, with recognition of the extra needs of the child, in order to meet basic needs, alleviate poverty, and to provide an adequate standard of living for their development. The amount should be linked to an objective measure of poverty and inflation-linked.

2. There must be an additional monetary amount, as well as the provision of services for children with special needs due to a health condition or compromised home circumstances.
3. Provision of additional support and services, through fee waivers and subsidised education, free transport, subsidised housing, and sanitation.

This workshop was organised because of startling statistics of children in need, and the situation of poverty, which the individuals in the workshop are exposed to in their work in this area. The workshop also looked at the legal rights of children as drawn up in the constitution. These laws entitle children to the right to basic nutrition, shelter and health. There appears to be two committees involved in the review of the Child Care Act, 1990 (Act 38 of 1990), the Committee of Inquiry into a Comprehensive Social Security System and the South African Law Commission's review of the Child Care Act, 1990 (Act 38 of 1990). The first is a committee that is reworking the concept of social security, and accessing the options for its applicability. The second committee is contemplating a basic universal child support grant, for children under twelve. This committee was formed in 1997 to complete a thorough review of the Child Care Act in South Africa. They are still busy with this task, and at present are in the process of compiling a discussion paper and a draft bill. Their recommendations support the need for a basic universal child support grant in South Africa. This is in line with the suggestions made at the workshop.

In the review of this suggestion, an analysis will be made in order to compare the difference in changing the policy according to the suggestions mentioned in the document presented by ACCESS.

### 5.9.1 The Questions

#### *Scope*

1. How extensive is the policy, is it specific to different needs, or is it generalised?

The policy would be both specific to different need groups and generalised to all children.

2. Who is the targeted population?

All children are targeted up to the age of 18 years.

3. How is the money or services distributed to the children?

The money would be distributed to children through the NGO's and community structures. This would improve accessibility for children, and ensure the children receive the money. This will also ensure that children without caregivers are able to access the money.

4. Who is responsible for the money?

One of the discussions was to try and ensure that children receive the money; this is important especially in child headed households, as there is no parent to access the grant. The idea in those situations would be to have a way of distributing it directly to the child. In the case where there are parents, they would be responsible for the money.

*Objectives*

5. What is the objective or aim in providing the money or services?

The objective is mentioned in the data as a poverty alleviating measure, enabling society to take responsibility for its members. The policy is meant to provide a support base for children to adequately meet the basic needs.

6. Does the policy have universality as a value?

Yes, this is the central change being requested by the policy. The policy requires that all children under the age of eighteen be granted social security.

7. What is the value premise underlying the objectives?

The objectives include making the grant more accessible to more individuals in need. At the same time it is to give more specific support to children in different need groups. The role of the state in this policy would be to provide a normative approach to child grants. Although there is also mention of community involvement, the role of the state to provide the services is very clear.

*Implications*

8. What are the intended affects of the policy?

To provide for all children, in terms of funds and to support their basic needs.

9. How would the policy benefit society as a whole?

The pressure of raising children is eased slightly, and parents will feel supported by the government. As the grant would be more encompassing, there should be a general upliftment in communities with fewer street children and reduced poverty levels.

10. How recently or when last was the policy changed?



The policy changes would be as soon as possible, the committee have suggested both short-term and long-term goals. The long-term goals are those mentioned earlier as recommendations. The short-term goals are incremental changes in order to reach the long-term goals. An example of a short-term goal is extending the present grant to cover all children up to the age of 18.

### *Interacting affects*

#### 11. Are there any historical or present events affecting the policy?

The history mentioned previously was considered in the formation of this document.

#### 12. Are there any natural forces affecting the policy?

This analysis suggests that the proposed child grant policy is similar to the policy that has been instituted in Canada and Portugal. All three policies provide universal provisioning and are not limited to those in need. Portugal's policy is different in that it works in the same way as a sliding scale, those who are most in need receive more, even though everyone is entitled. Individuals who earn less are given more. This proposed policy is also very different to the present policy, in its provisioning; and if it were to be instituted, would require many changes and development.

## **5.10 Summary and Common Themes**

### 5.10.1 The Questions

#### *Scope*

#### 1. How extensive is the policy, is it specific to different needs, or is it generalised?

This question asks whether different needs are being considered, i.e. are physically challenged children being provided for according to their specific needs. In the analysis, Canada did not consider different need groups, and many of the other countries, only considered specified need groups in terms of those affected by poverty. These need groups are very specific and require very specific services. Is it due to limited resources that the government cannot respond to these specific groups, individually, or is it a decision to provide only basic services or funds to different

individuals? This would seem to be the opposite of universality; however universality could still make extra provisions for meeting special needs groups.

2. Who is the targeted population?

This question although similar to the previous one, asks who the policy focuses on. In most of the policies the focus is on children, however mention is often made of the family. This is not necessarily realistic as families are not as nuclear as they once were. Families today are characterised by single mothers and fathers, and orphans (specifically because of HIV and Aids). This would mean that a policy would need to be designed with the aim of providing for ever-changing needs. The needs presented by Indonesia are a result of the occurrence of natural disasters, and the country is responding to the present needs of the people. Their targeted population is specific to those affected by such disasters.

3. How is the money or services distributed to the children?

This question examines the accessibility of the different services and monies. In the countries that were analysed, Canada used tax benefits as a way to ensure individuals received their money. Most of the distribution in the examples is through the state, with help from committees and NGO's. In Botswana, the responsibility to decide whether someone is eligible for rations is determined by these individuals, with very obscure guidelines. This does not ensure that individuals needing help receive it, and promotes corruption.

4. Who is responsible for the money?

This question looks at whether the money is filtered down to the children. In all the countries the money is entrusted to the parents, or families, to be used in providing for this purpose. This would help the caregivers to improve the basic needs of the children. There is no way to ensure that the money is being used by the parents for the children. Even if the money was to be given to the children, there is no guarantee that the funds would be used for food and shelter. There is no easy solution for this predicament, however it would be beneficial to look at Brazil, which uses conditions for attaining the funds. The conditions of regular school attendance and clinic check ups is meant to ensure that the children are attending school, and are getting the required nutrition, before funds can be received.

*Objectives*

5. What is the objective or aim in providing the money or services?

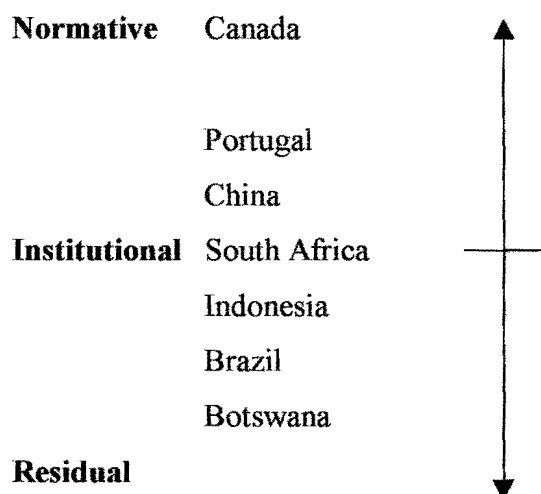
This question looks at what the government wants to achieve. In most of the countries this was as simple as poverty alleviation. In the more advanced ones, such as Canada, the objective is to improve the development of the child. This is a large difference in focus, and is directly related to the needs of the country. A country like Brazil cannot be concerned with child development when there are many children suffering from malnutrition. South Africa has focused their services on children under seven, as this may realistically be the most needy age group.

6. Does the policy have universality as a value?

Universality is the question of whether everyone has access to the money. Canada and Portugal are the only two countries that have this value, with Portugal's being reliant on certain conditions. The other countries did not have this value, their service and money is specific to particular needs groups, and not to all children. Brazil and China had poverty as their focus, while South Africa's focus is the children in poverty under seven and those in foster care or special need. Indonesian policy is aimed at those affected by disasters. The universality principle implies that there is no needs focus, as the money or services is distributed to all the children. While in the other countries which have been mentioned, the focus is more specific to particular needs, such as poverty.

7. What is the value premise underlying the objectives?

This question examines whether the government believes it is its role or function to take care of these children in need. This relates back to the discussion in the literature review of the three-value premise; it is possible to see these on a continuum, with a normative on the one end, a residual approach on the other and an institutional approach in the middle. Each of the countries can be placed on this continuum, as seen below.



Botswana's social policy is residual in nature in that the principles of the government are based on the ideology that communities and families should take responsibility for those in need. However this value is changing to an institutional one, because the government is beginning to take responsibility for the orphans. South Africa is trying to encourage the value of community and family responsibility for children in need and difficult circumstances. Loffell (1995:132) says that "It is a matter of urgency to strengthen our community care system, so that the expensive institutional option is reserved for those for whom it is essential." This reiterates the advantage of using this approach as a support to government. This will be discussed further in chapter 6.

### *Implications*

#### 8. What are the intended affects of the policy?

This question highlights the changes that the state wants to bring about through the policy. All the governments in the analysis want to achieve security for the children. The responses used by the different governments differ according to the immediate needs of the people. Canada wants to ensure the development of the child, and reference is made particularly to education. Brazil would like to equalise the great poverty in their country. By offering the fostering grants in South Africa, the state is trying to encourage and support communities to look after the children in families rather than placing them in children's homes. This value is also the focus of the Botswana policy.

#### 9. How would the policy benefit society as a whole?

This question examines the influence that the policy will have on the rest of society. In the policies the focus is on the children, which would limit the effect on the rest of society. However if children are being subsidised by the state, the strain on the parents is not so great and this could lead to more productivity. In Canada, the child grants take the form of tax benefits, and individuals cannot benefit if they do not have a job; this definitely encourages employment. There are services for those not working, however they are encouraged to work. In Brazil, the incentives mentioned earlier encourage stability in the family, which impacts on the quality of life for the whole family.

#### 10. How recently or when last was the policy changed?

This question refers to how recent the approach is. This is important as it establishes how focused the state is on the needs of the people. All the countries seemed to have

made recent changes or have instituted recent programmes to make the services more effective. This could be a sign of global pressures for basic human rights. If policies were not changed, then they would be based on ideas of the past. Would that reflect on the problems of today, and be able to accommodate for a changing society?

Society and the problems in society have changed dramatically over the years, and with examples such as Aids and divorce, it is clear that policy or programmes need to take the changing needs of different countries into consideration.

### *Interacting affects*

#### 11. Are there any historical or present events affecting the policy?

The environmental or external influences on the policy can be important, as they often affect the value behind the policy, and determine the focus. The most clear and recent is South Africa, who through its present policy is attempting to equalise the services to everyone. This has been very difficult, as the problem in particular is that there are so many more services needed for many more individuals.

#### 12. Are there any natural forces affecting the policy?

The particular environmental force is responsible for Indonesia's policy focus, a clear example of how these natural disasters affect policy and the lives of the people.

Natural disasters cause havoc, leaving people stranded and in dire need. Children are left orphaned and hungry. The needs associated with these disasters are emergency needs and require immediate response, which can often last for a long time after the disaster in question has occurred.

Table X is an illustration of the selected countries' value premise, and shows those countries that have universality as a value. This table is a means with which to compare the countries against each other. The information is taken from the policy review in this chapter.

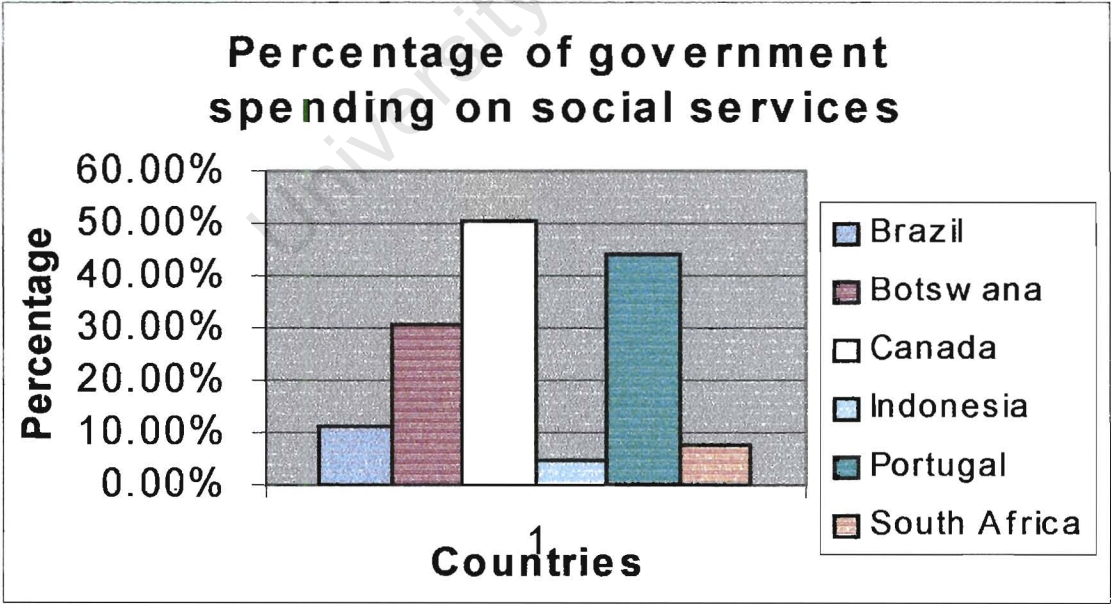
**Table X**

Table illustrating the different countries value premise and whether universality is used as a principle

Country	Universality	Value Premise
Canada	Yes	Normative
Brazil	No	Institutional
South Africa	No	Institutional
Indonesia	No	Institutional
China	No	Institutional
Botswana	No	Residual to Institutional
Proposed S.A.	Yes	Institutional to Normative
Portugal	Yes	Normative to Institutional

It is illustrated that value premises are not necessarily specific and work on a continuum; it also shows that universality is present in Canada, Portugal and the proposed South African grant system.

5.11 Budget Review



**Graph 7 - An illustration of the amount each country allocates to social services as a percentage of their budgets**

(Information obtained from various Internet and government sources listed in the reference)

It is very clear from the above graph 7 that certain countries are spending a large portion of their budget on social services. It is a descriptive look at the percentage amount each country spends from their budget on social services. It is very clear that Canada, Portugal, Brazil and even Botswana spend a larger portion of their funds on the welfare of the country, than the other countries. Canada spends almost half of their budget on social services, which would explain their funding of the tax benefit system in their social policy. Portugal who also applies universality spends over 40% on social services; this is a large portion. Botswana has also allocated a large portion of their budget, amounting to over 30%. At this point it is interesting to ask where this money is being spent, as their social services is limited. It could be that the country is spending the money building up the infrastructure that was not needed before. Brazil spends 10% of their budget on social services. South Africa and Indonesia in contrast, spend less than 10% on social services from their respective budgets. This is a large difference.

The amount South Africa spends in comparison to Canada is vast and if this is translated into monetary amounts, this will present a figure of R 143,954,540,500, as shown in example 3.

<u>Example 3 Differing proportion amounts spent on social services.</u>	
South Africa presently spends	R 22,166,831,000
If 50% was spent on social services from the total budget	
<u>South Africa would be spending</u>	<u>R 143,954,540,500</u>
This is a difference of	R 121,787,709,500

These figures clearly show just how much money would be involved if South Africa were to contribute as much to social services as does Canada. This would obviously mean a cut in funds in other departments, and a shift from other services. Money would be needed for setting up the infrastructure for this change. Whether setting up this infrastructure would be economically viable is a vital consideration.

There are no specifics as to how much of the social service budget is spent on children. This is because the money is allocated and distributed at a provincial level in many of the countries, including South Africa. The budget figures for social services, which were obtained, are not specific to child services. The social service budget is further divided into different services, like children and the aged. In South Africa, a large portion of the social service budget is allocated to pensions. This shows how small the portion allocated to children is.

China is not part of this illustration as the figure spent on social services was not available. The documentation used, implied that money was not spent from the governments budget, but that funds are obtained from the lottery and social donations. This money amounted to 4.7 billion Yuan, which is only 0.03% of how much is spent on the budget. This money could supplement government spending on social services; however, this is not known.

Considering how limited Indonesia's budget is, there should be more funds allocated to relieve the gross child malnutrition in the country. The development indicators for this country presented a better social situation than South Africa, however their child malnutrition was in startling contrast. This indicates an area of need in their country. As mentioned earlier in this research malnutrition leads to illness and fatalities. The government should take on the role of providing services to avoid such hardship for children.

The budget gives a clear indication of the priority of children in the different countries, as children are vulnerable and if the family cannot provide, and the child is left destitute, whose role is it to take responsibility for the child? This responsibility does not need to be on the government, however by not assisting, it may be perpetuating poverty and hardship. Governments agree that children are in need of protection, as evidenced by the inclusion, in the various constitutions, of rights relating specifically to children. This is fruitless without action, children need to be supported and cared for, which should be reflected in the budgets of the respective countries.



## 5.12 Grants

The research conducted has described the social policy of each country, and the child grants or services allocated to children. Below is a specific description of the social grants or services allocated by each country. This is the actual amount distributed, or the programmes applied. It is interesting to see what the budget described above is providing for the children in the countries. The conversions of these amounts into Rands was made using a conversion website via the internet site

<http://www.xc.com/ucc/convertcgi> on the 31/08/02.

### Canada

In Canada each family receives tax benefits for the amounts below.

1 <sup>st</sup> Child	\$2372 P/A (R16090.77)	\$197.66 P/M (R1340.85)
2 <sup>nd</sup> Child	\$2172 P/A (R14734.04)	\$181.00 P/M (R1227.83)
3 <sup>rd</sup> Child	\$2175 P/A (R14754.39)	\$181.25 P/M (R1229.53)

This amount seems to be high; however in considering the conversion into Rands, it is important to consider the exchange rate, which is favour of Canada. This said, it appears that the amount distributed is scaled to the number of children per household, which is an appropriate scale to make provisions for larger households. However the grants do not make provisions for households with lower incomes, as is the case in Portugal.

### Portugal

Money in Portugal is dependent on earnings of the family and the number of children in the household. This seems like a more equitable method of distribution.

1<sup>st</sup> Class (income less than and equal to half the minimum annual earnings)

Children under 12months	PTE 16520 P/M up to two dependants (R854.83)
	PTE 24800 P/M as from the third child (R1283.29)
Children older than 12months	PTE 4960 P/M up to two dependants (R256.65)
	PTE 7450 P/M as from the third child (R385.50)

## 2nd Class (income one and half the minimum annual earnings)

Children under 12months	PTE 12550 P/M up to two dependants (R649.40)
	PTE 16870 P/M as from the third child (R872.94)
Children older than 12months	PTE 3370 P/M up to two dependants (R174.38)
	PTE 4570 P/M as from the third child (R236.47)

## 3rd Class (income eight minimum annual earnings)

Children under 12months	PTE 7860 P/M up to two dependants (R406.72)
	PTE 10230 P/M as from the third child (R529.35)
Children older than 12months	PTE 3000 P/M up to two dependants (R155.23)
	PTE 3900 P/M as from the third child (R201.80)

## South Africa

In South Africa grants are restricted to those in poverty, and allowance is made for those with disability and in foster care.

Children under 7 receive R100 P/M, and money is also allocated to foster families

## Botswana

In Botswana goods are distributed instead of funds. These take the form of rations from social services agencies.

Direct rations or course to purchase. These include food (milk, cereal, pulse and meat), and soap.

Money will only be provided in the case of: shelter, medical care, transport fees related to finding employment, funeral expenses, and exemption from school fees, water, levies, and taxes. These monetary funds are on condition that the individuals

are attempting to find employment, in order to help themselves. If an attempt is not made, the funds and assistance are stopped.

### Brazil

Money in Brazil is distributed as a preventative measure, the measures include:

1. Supplementing family income; the government pays half the minimum salary to children of poor families to avoid children under 14 working. This is amounted to R\$100 (R352.97). This is mentioned in chapter 5, in terms of the conditions to receive this supplement.
2. Food programmes provide school lunches and milk is provided to under nourished children. This is provided on 180 days of the year.

### Indonesia

Provisions in Indonesia include: financial aid for shelter and education of children in orphanages. Funds are also allocated to monsoon relief, including helping children left parent-less.

### China

The government covers the full operating cost of children's homes. There is a poor programme, which funds children who are too poor, to go to school.

## **5.13 Conclusion**

In the conclusion and recommendations chapter of this research, themes from this data in the analysis have been identified. This analysis looks at the similarities and differences between the different policies. The questions used to unify the data have proven to be an effective way in which to simplify the materials, and draw commonalties between the different sources of the materials. The budget allocations indicate the priority that is given to social services in each country, as well as the funds made available for the different grants or systems in place. It is also interesting to look at what is being made available with the funds from the respective budget.

## **Chapter 6 - Conclusions and Recommendations**

### **6.1 General Recommendations**

Policies have been analysed, according to the function or objectives of the respective governments in dealing with social issues. How do these relate to South Africa, or how can South Africa use these examples to increase its effectiveness?

It is clear from this research that the following points are important when considering child grants.

- Different needs groups such as children in foster care and those with disability are very specific, and a policy benefits from acknowledging these different needs. South Africa accomplishes this in their policies, the present and the suggested policy. In both these policies these groups are acknowledged and provisions are set out. When different need groups are considered priority and consideration is given to those with special needs over and above allocations to other children. This would be important in realising that children in these circumstances require more support and assistance than children without disability.
- In all the countries the money is distributed to the caregiver or is filtered through services. These methods do not ensure that the children are receiving the money. This is covered in the discussion of incentives, as a way to ensure children are being provided for.
- The objective of the policies seems to guide the focus of the services. In Indonesia and Brazil it is clear that poverty is the primary problem that needs to be addressed. In South African, the present policy provides a support to individuals in need. In the suggested policy, the objective is poverty alleviation and the provision of a support base. South Africa's focus is therefore not changing in nature, but merely expanding its scope to include more children.
- Universality is the primary goal of the new policy, which is being suggested in South Africa. This principle is a feature in primarily developed countries. This is

because of the large scope that the policy should provide. As discussed in the literature review this principle is often dismissed as being wasteful for providing for those who are not in need. The principle is being used in countries with less severe social problems, and with far greater funds. It is therefore serving a far more equitable society, than one needing to respond to poverty. This is a clear example of why universal provisioning is criticised for not focusing on poverty. The concept of universality is based on equality, and that is that everyone receives the same. Countries who do not adopt this principle are also trying to achieve equality; however, they do this by minimising the gap between the rich and the poor, and by focusing on those who need it. The proposal for South Africa is based on the assumption that the resources for social services, (particularly children) are not being spent appropriately. The proposed new child grant system suggests that this could be used to promote universality. However these funds although inefficiently distributed cannot be redirected without consequence. This is that by changing a system, some individuals will suffer, be it during or as a consequence of the change. Although stating that change could cause harm to some, it does not take away from the severity of the need of these children. If areas of society are changed, how well will society manage, and will this not cause greater need? Without money spent on roads there is no way for services to be distributed. Without infrastructure there would be less water supply and more individuals in need. Some of these services would have to do without some of their money in order for South Africa to provide grants universally.

- In all the governments examined, there is some degree of function to the services the government provides. In all circumstances it is the role of the government to provide at least some of the service. This seems to be a facet of time, which is seen particularly in Botswana, who only recently has taken responsibility for the welfare of the people. The residual or safety net approach is reliant on communities and families helping each other. This is not realistic as, as mentioned earlier, the breakdown in families and the impact of HIV /Aids is leaving many children parent-less. The government is left without resources, other than to intervene. In the past, the family structure was stronger and could help, which is not characteristic of the present day. Canada has taken full responsibility for the services for its people. South Africa and the other countries are faced with a far

greater degree of poverty, and the government possibly needs the help of the communities.

- No matter what kinds of services are being administered in the different countries, they all have an inevitable effect on society. If the government is supporting children, it is a support to parents to provide when they are in a difficult circumstance. This would indicate that the vulnerability of children is not being ignored. This support has a large impact on the outcome of the child in many circumstances. If a child is given the opportunity to attend school through government subsidy, then there is more chance for the child to get a career in the future, changing the outcome of a child who might never have been taught to read.
- The situation of the country is another primary factor affecting policy; this is what makes policy unique. It is the present and historical factors that have a great impact. This is seen in all the countries, even Canada has a disadvantaged community. These factors guide the government of the country, and often reflect the needs of society. Is what governments do now going to affect the needs of the future? Therefore before changing policy, the examination should be extensive.

## 6.2 Methods of Control

An important point, which was discovered through this research, is the methods of control. Many countries have trouble with administering their grants (specifically considering that the grant is given to support the child). In Brazil, incentives have been created to ensure that the money is going to the children, or that the children are being taken care of. The method of only allocating funds once prerequisites have been fulfilled, ensures needs are being met. Attendance at a clinic will show that the child's health and nutritional needs are being met, and attendance at school shows their educational needs are being met, as well as that the children are being monitored by a teacher. This is a method to ensure that child grants are being used effectively. This appears to be a good method to exert some control over where the money is going, and to ensure that it is used for the child's well being.

Botswana has imposed certain regulations for receiving the services, which it makes available. This condition is that if individuals do not help themselves by attempting to get employment, and improve their own situation with the help provided, the help will be terminated. This is another example of conditions of services; however this is determined by the individual who is responsible for distributing the grant. This individual may not have an objective view of the situation.

This relates to the issue of welfare reform mentioned in the literature review, which presupposes that incentives are needed in order to encourage individuals to help themselves, and be weaned off welfare help. If individuals were seen to be improving through the incentives, then the state would be able to resolve its responsibility, to provide for children. Why is it so important to get people off welfare? If the state were able to help others, then their range of help would be able to reach more people in need. In the countries in close proximity to and including South Africa, the need for such services is vast; there are many children still in need of care and food. If incentives were provided by the state, then the parents may be able to improve their own situation, and that of the children.

### **6.3 Community Responsibility**

South Africa is attempting to adopt the principle of community responsibility, which involves empowering the communities to look after the children in need, which is a residual value approach. This principle was a commonality among some of the policies examined. The countries that adopt this principle are Botswana, Indonesia and China. In all the cases, this principle is based on strong cultural beliefs, drawn from the past. This is also true of South Africa, where African culture expects communities or tribes to look after each other, and take responsibility for other members if necessary. South Africa wants to go back to this cultural ethic in order to ease the pressure on social services. In Botswana, the reverse is true in that the government has only recently started to intervene in providing social services, as previously this was taken care of by the family. The state believes that due to the breakdown in the extended family these services are now becoming more necessary. The example of Botswana and the realisation that services are only now becoming necessary, gives a good reflection on the principle, and would therefore be

recommended for South Africa. However what needs to be considered, is the reason for the change in Botswana. The services are now needed because there is a breakdown in the extended family. This is equally true in South Africa, where the nuclear family is becoming a rarity. Although this is a consideration, the advantages of adopting this principle will be beneficial in helping social services to cope. This is due primarily to the future needs of South Africa. The HIV/Aids epidemic is creating a greater need for social services, and its severity will mean that the country may not be able to cope with the problem. Instituting this principle could ease the burden of government. This would have to be done alongside education, as there is a stigma attached to the virus, which would limit the community support. Involving communities does not absolve the state of its role of responsibility, but rather creates a space for other needs to be met.

A central issue when looking at different policies, is the distinction in the government's role in providing the services. In all the countries, N.G.O.'s and other welfare organisations are responsible for responding to many of the countries' problems. The government, although concerned with a portion of the funding of these organisations, is not involved in the running or decisions made by them, including their focus. These institutions take the responsibility to meet the needs of children in crisis. The government only has control in that it can stipulate regulations and restrict funds. It also establishes regulations. These institutions provide support and often resources to children, such as food parcels. In reading the materials on the different countries, it is made clear that countries consider these services as part of their own contribution to social services. If these are considered government services, then it is not a true reflection of what the government is providing for children.

## **6.4 The Canadian Approach**

The proposed new grant system for South Africa, in comparison to the countries analysed, would be most similar to Canada and Portugal. The Canadian system of social assistance ensures that everyone is entitled to a set monthly amount, in the form of tax-benefits. In table XI this comparison is illustrated, showing the differences and similarities between the two countries. Canada's system is very practically based,



meaning that the objectives are to avoid duplication of services and reduce poverty. In contrast, South Africa is focused on relief and remedy of the present situation and poverty. Canada does not have as serious problems to face as South Africa, which is reflected in the different objectives. The value underlying these policy approaches is the closest commonality. The value of universality is primary, and involves the distribution of money to all the children in the country. This was discussed earlier, and it was asked whether this is only a phenomenon of developed countries, as that is where it is most commonly applied. This is because these countries have a developed infrastructure and economy, and fewer social needs.

**Table XI**

Similarities and differences between the proposed South African system and Canada.

<b><u>Features</u></b>	<b><u>Proposed South African child grant system</u></b>	<b><u>Canada's present tax benefit system</u></b>
<b><u>Purpose/ objective</u></b>	Provide basic needs	Reduce and prevent depth of poverty
	Ensure children's survival	Promote employment
	Ensure the standard of living is adequate for development	Reduce overlap and duplication of services
<b><u>Criteria</u></b>	Universality (0-18)	Universality
	Priority is given to special needs groups	Dependant on the number of children in a family
	All children including refugees	Children under 7 years receive an extra supplement
<b><u>Amount</u></b>	Linked to inflation	Keeps up with cost of living
<b><u>Distribution</u></b>	Administered by NGO's and community structures	Applied through tax benefit deductions
<b><u>Other services</u></b>	Free health to children under 18 years	Programmes and services for low income families

(Information taken from policy analysis in chapter 5)

In response to the differences between the Canadian and South African policies, it is necessary to look at Portugal. A country listed with a similar social and economic situation to South Africa, Portugal too applies the value of universality in its approach. In Table IX it was made evident that Portugal has a low infant mortality and child malnutrition, and high life expectancy, primary school enrolment and access to an improved water source. Portugal had the closest GDP figure to South Africa in the sampling of the countries, which would imply that they are economically similar to South Africa. They are presently applying a value or system, which is similar to what South Africa would like to adopt in their proposed new child grant system. There is evidence that this approach is working in their country, and this can be seen in the demographic information mentioned earlier. It seems that if South Africa wants to apply this policy approach, they should look to this country as a realistic and possible example. In Portugal, the percentage of the budget that is spent on social services is 44.15%, while in comparison South Africa spends 7.70% of their budget on social services. This is a critical point in the discussions, as it is an argument made by ACCESS, namely that South Africa spends too little of the budget on social services. The higher allocation would be able to support this proposed system. An important consideration is that Portugal has set up the infrastructure for this system, which South Africa would still need to do.

An argument in support of the present child grant system is that if there were more funds allocated to the present system, it would be able to help more individuals. The proposed system is reliant on more government spending, but if these funds were allocated to the present child grant system, then it could possibly be more effective. Is government making policy based on the money or the needs? Is the present child grant system based on the restricted funds that government has allocated to social services? This is not known, however the present child grant system makes allowances for the restrictions of government, which is not mentioned in the proposed child grant system. As mentioned in the social policy context chapter this could be a cost-containment mechanism. It illustrates that policy and resources are very closely linked. The resources available need extensive research to provide universality, as suggested in the proposed policy. Changes in government can take a long time, and changes to the expenditure would take just as long. Money cannot just be shifted,

because other services will suffer, and the infrastructure to support the change will need to be established.

## **6.5 Objectives**

In order to conclude this research the objectives set out in the introduction will be answered and reviewed. Objectives make up what is to be achieved by conducting this research.

### **6.5.1 Research Aims**

This research aimed to compare the present child grant system to child grants in other countries. The present child grant system in South Africa consists of financial aid, which is distributed to children in foster care, those suffering from a disability, and impoverished children under the age of seven. The government adopts an institutional value in its approach, and only intervenes in the event of failure by families to provide for the children. This system is not very inclusive, however it is specific to need groups, and is an attempt to deal with the serious need in the country. The target of the child support grant was to supply R100 a month to three million children aged between 0-6 years (Cassiern, Perry, Sadan, and Streak, 2000:138). According to Cassiern, Perry, Sadan, and Streak (2000:139) the present system appears to be meeting the needs of the children in poverty. It appears, according to these authors, that the child support grant is responding to the target it set out to achieve. Streak concludes, "The government realises that service delivery problems are the weakest link in the chain connecting its policies and budget allocations to reductions in poverty amongst all South African citizens, including children." This quote indicates that the problem with the child grants system may not be because of the insufficiency of the grant, but with the delivery of its services. In taking to account that if other services are not being provided, then the need for the child grant will be more severe. This illustrates that the problems with the child grant system may not all be appropriate, however this does not change the desire to make the grant more encompassing, as put forward by the proposed grant system.

The research, in examining the present policy needed to review the criticisms that were made through the proposed child grant, and the viability of applying it. The proposed child grants system seems very idealistic and expectant. It is an undertaking that would require a lot of change and financial shifting in the country. It would also require long-term infrastructure development, and would be subject to corruption. It would provide for many children in the communities in need, and possibly have a larger impact on the social needs than the present policy.

The countries, which were identified as having a similar social and economic situation, showed similarities with these policies. The important conclusion is that different countries place a different emphasis on child grants and social services. This has an impact on the social indicators, and is affected by the value approach, and whether the countries consider social services and child grants their function and responsibility. In this regard South Africa seemed to offer more services than some countries, such as Indonesia and China, but less than countries such as Canada and Portugal. The suggested child grants for South Africa is similar to the approach adopted in Canada and Portugal.

When looking at the policies it can be said that the present child grant system is effective in its realism; it considers the restrictions of government. The present system also provides for those in need in the communities. The suggested system would be effective, as it is more encompassing to more individuals. However it is not completely realistic in the short term, because of the large amount of changes needed. It would however be effective as a policy objective to work towards. The present system cannot be considered to be totally effective, but in comparison to other countries, it is attempting to address the needs of children. In looking at the social indicators, it shows that although South Africa is behind many of the countries, the difference is not very large.

## 6.6 Future Research Recommendations

The research, which has been conducted, has yielded questions that could be used for future research, and would have great benefits for the policy formation.

- The first is further research in the area of incentives, which could be used to ensure that money is filtered down to children. The effect of this study would be to improve the service delivery of the present or future policies, not only for South Africa.
- If universality is a concept that is being adopted by the country, it would be important to research the question of whether universality deals with poverty. Poverty is a serious social problem in South Africa, and measures need to be clear in dealing with it.
- If the proposed policy were to be adopted, it would be beneficial for the government to take a closer look at the system in Portugal, and consider the benefits and shortcomings of their system.
- It would also be beneficial as an extension of this research to look into the effects of increasing funds to the present system. If policy is made in consideration of the resources, then the present policy was considered keeping in mind the limitations of the government. Would the policy change dramatically and does the government even have the resources?

## 6.7 Conclusions

The present South African child grant system is based on the institutional value that the government will provide only in the result of failure of the family. The proposed system will change this value to a normative approach whereby the government's role is to provide for the children. This is a responsibility and value, which cannot easily be reversed. Whether government will take this large step, is unknown. This research proposes that the value of universality is an objective, which could eventually be applied. The question asked is, is South Africa financially ready and does it have adequate infrastructure for it to be administered? Universality would mean that many more children would benefit from grants from government, and would only be

excluded by an age limit, and not circumstances. Portugal is a country with a similar social and economic situation, which is applying this system in their country with proven results. South Africa could benefit from looking at their methods. As mentioned earlier, the proposed child grant system would require setting in place a large infrastructure and administrative system, which is already in place in Portugal. If South Africa was to adopt this approach, the results would only be seen after many years of initiating the project.

In conclusion, South Africa's present child grant system is not ineffective, but could provide grants for more individuals by prioritising the needs of children. The proposed child grant system should be considered; however large changes would be needed. If government were to conduct smaller changes, which were aligned with the proposed child grant system, the present system may improve, and the proposed grant system could be a long-term goal. This is in terms of more fund allocation, and prioritising more children. In regards to other countries South Africa's situation is substantially adequate.

## **Reference list**

- Babbie E. (1983). The Practice of Social Research. 3<sup>rd</sup> Ed. Belmont, Wadsworth Publishing Company.
- Cassiem, Perry, Sadan, and Streak (2000). Are Poor Children Being Put First? Child poverty and the budget. Cape Town IDASA
- Collins School Dictionary (1993). Collins School Dictionary. 1<sup>st</sup> ED. Glasgow, HaperCollins Publishers
- Department of National Health and Population Development. (1992). Social Assistance Act 59 of 1992. Government of South Africa.
- Friedman M. (1996) Key steps in the policy making process Cape Town: African gender institute.
- Gilbert, N and Specht, H. (1992). Dimensions of Social Welfare Policy. Englewood Cliffs: Prentice-hall.
- Gill, D. (1992). Unravelling Social Policy. Pocheater: Schenkman books
- Kingson E, and Schulz J. (1997). Social Security in the 21<sup>st</sup> Century. New York: Oxford University Press.
- Loffell J.(1995). Children and Social Security. In Friedman, Elbert Stifiting,(Eds), Social Security: The German case and pressing issues in South Africa.(129-133)
- Lund Commission (1996). Report of the Lund Commission on Child and Family Support. South African Government. (obtained from website: [www.gov.za/reports/1996/lund/lund3.htm](http://www.gov.za/reports/1996/lund/lund3.htm))
- Macarov D. (1995). Social Welfare: Structure and Practice. California: Sage Publications.

- MacPherson S, and Midgley J. (1987). Comparative Social Policy and the Third World. Kent: Harvester Press publishing group.
- Midgley J, and Tracy M. (1996). Challenges to Social Security: An International exploration. Connecticut: Greenwood publishing group Inc.
- Morales-Gomez D, Tschirigi N, and Moher J. (2000). Reforming Social Policy: Changing perspectives on sustainable development. Ottawa: International development research centre.
- Mouton J. (2001). How to Succeed in your Masters and Doctoral Studies: A South African guide and resource book. Pretoria: J.L van Schaik publishers.
- National consultative workshop report. (2001). Children's Entitlement to Social Security. Cape Town: ACCESS.
- Neuman L. (1994). Social Research Methods: Qualitative and quantitative approaches. Needham Heights: Allyn and Bacon.
- Riendeau, R. (2000). A Brief History of Canada. Markham, Fitzhenry and Whiteside.
- Titmus, R. (1974). Social Policy: An introduction. London: George Allen and Unwin.
- United Nations Development Programme. (1998). Human Development Report 1998. New York, Oxford University Press.



### Information on social policy from different countries

- Canada – information was obtained from the Internet at website  
<http://www.drhc.gc.ca>
- Indonesia – information was obtained from documents sent by the embassy.  
Referenced: Alkaf, I (2001) Indonesia 2001: An official handbook. National information and communication agency. Republic of Indonesia.
- China – information was obtained form documentation supplied by the embassy.  
Referenced: information office of the state council (1996). The situation of children in China. Information office of the State Council of the Peoples Republic of China. Beijing, China.
- Brazil - information was obtained from the Internet at website:  
<http://www.brazil.org.uk>
- Portugal - – information was obtained from documents sent by the embassy.

### Information obtained at these Internet sites

[www.dpr.go.id](http://www.dpr.go.id) Indonesian budget website

[www.china.org.cn](http://www.china.org.cn) Chinese website

[www.gov.za](http://www.gov.za) South African website

[www.gov.bw](http://www.gov.bw) Botswana

[www.worldbank.org](http://www.worldbank.org) World Bank website

[www.devdata.worldbank.org](http://www.devdata.worldbank.org) Development information site

[www.portugal.org.uk](http://www.portugal.org.uk) Portugal website

<http://www.xe.com/ucc/convertcgi> Currency conversion site

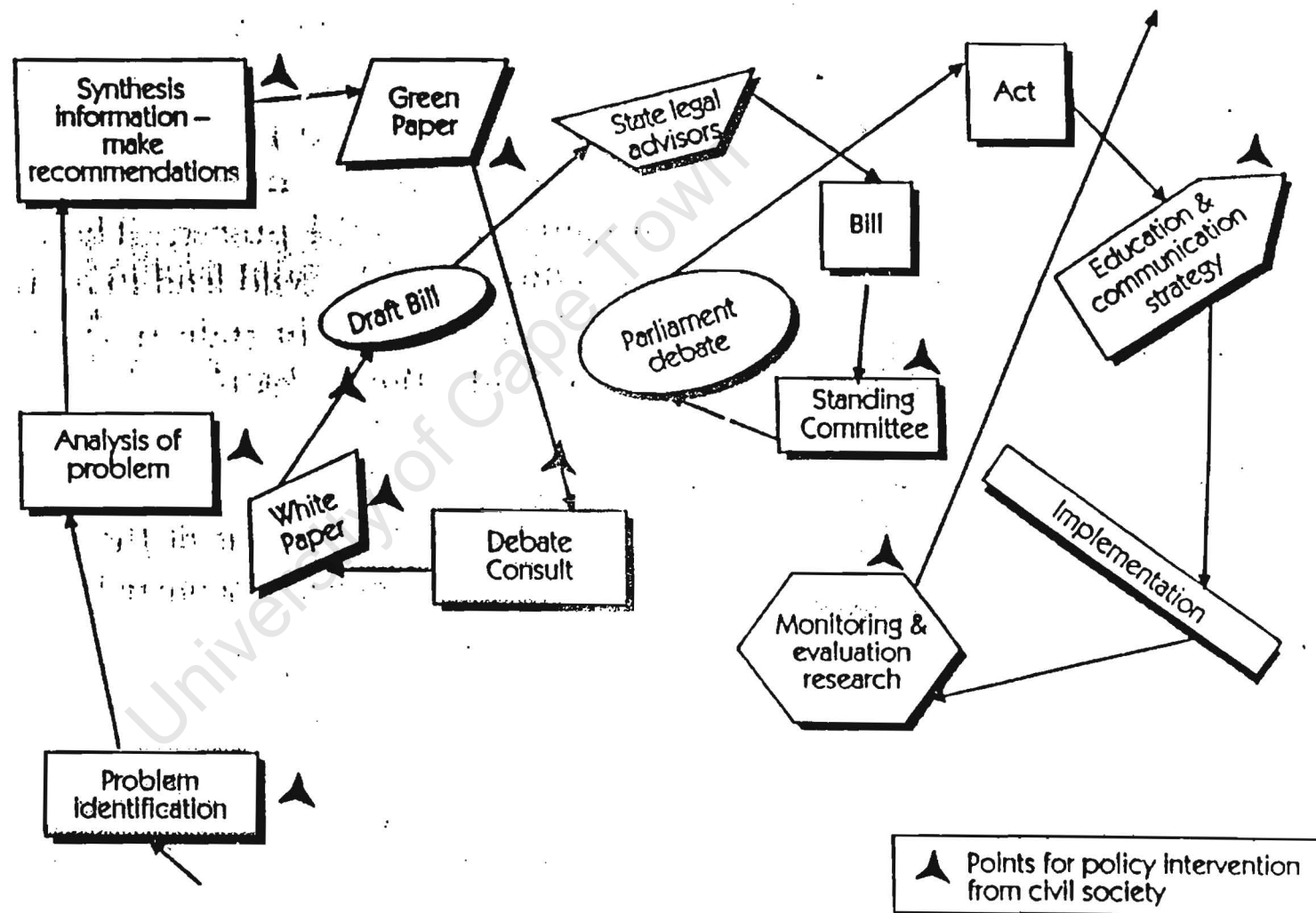
# Appendix 1

The key steps in the policy making function

Michelle Friedman (1996) Key steps in the policy making process Cape Town: African gender institute.

University of Cape Town

Figure 1: Key steps in the policy-making process, South Africa



## Appendix 2

Gill's framework for policy analysis

Gill, D. (1992). Unravelling Social Policy. Pocheater: Schenkman books.

University of Cape Town

### CHART 3.1. FRAMEWORK FOR SOCIAL POLICY ANALYSIS AND SYNTHESIS

#### SECTION A: ISSUES DEALT WITH BY THE POLICY

1. Nature, scope, and distribution of the issues
2. Causal theory(ies) or hypothesis(es) concerning the dynamics of the issues

#### SECTION B: OBJECTIVES, VALUE PREMISES, THEORETICAL POSITIONS, TARGET SEGMENTS, AND SUBSTANTIVE EFFECTS OF THE POLICY

1. Policy objectives
2. Value premises and ideological orientations underlying the policy objectives
3. Theory(ies) or hypothesis(es) underlying the strategy and the substantive provisions of the policy.
4. Target segment(s) of society — those at whom the policy is aimed:
  - a) Ecological, demographic, biological, psychological, social, economic, political, and cultural characteristics
  - b) Numerical size of relevant sub-groups and of entire target segment(s) projected over time
5. Short- and long-range effects of the policy on target and nontarget segment(s) of the society in ecological, demographic, biological, psychological, social, economic, political, and cultural spheres
  - a) Intended effects and extent of attainment of policy objectives
  - b) Unintended effects
  - c) Overall costs and benefits

#### COMMON DOMAIN OF SOCIAL POLICIES

1. Changes in the development of life-sustaining and life-enhancing, material and symbolic resources, goods, and services
  - a) qualitative changes
  - b) quantitative changes
  - c) changes in priorities
2. Changes in the allocation of individuals and groups, to specific statuses within the total array of societal tasks and functions
  - a) Development of new statuses, roles, and prerogatives
  - b) Strengthening and protection of existing statuses, roles, and prerogatives
  - c) Elimination of existing statuses, roles, and prerogatives
  - d) Changes in the criteria and procedures for selection and assignment of individuals and groups to statuses
3. Changes in the distribution of rights to individuals and groups
  - a) Changes in the quality and quantity of general and specific entitlements, status-specific rewards, and general and specific constraints
  - b) Changes in the proportion of rights distributed as general or specific entitlements and as status-specific rewards respectively, or in the extent to which the distribution of rights is linked to the allocation of statuses
  - c) Changes in the proportion of rights distributed directly, in kind, e.g., public provisions and services, and rights distributed indirectly, as "right equivalents," purchasing power or money
  - d) Changes in the specifications of a minimum level of rights for all members and groups of society, e.g., "official poverty line," or "fixed percentage of per capita income," and in the extent to which the distribution of rights assures coverage of such a minimum level
  - e) Changes in the relative distribution of rights throughout society, or in the degree of inequality of rights among individuals and groups
4. Consequences of changes in resource development, status allocation, and rights distribution for
  - a) the overall quality of life in society, and
  - b) the circumstances of living of individuals and groups, as noted in measurements and perceptions of ecological, demographic, biological, psychological, social, economic, political, and cultural spheres
  - c) the nature of intra-societal human relations among individuals, groups, and society as a whole

**SECTION D: INTERACTION EFFECTS BETWEEN THE POLICY AND FORCES SURROUNDING ITS DEVELOPMENT AND IMPLEMENTATION**

1. History of the policy's development and implementation, including legislative, administrative, and judicial aspects
2. Political forces in society promoting or resisting the policy prior to, and following, its enactment — their type, size, organizational structure, resources, overall strength, extent of interest, value premises, and ideological orientations
3. Physical and biological properties of society's natural setting, and biological and basic psychological properties of its members
4. Relevant other social policies
5. Relevant foreign policies and extra-societal forces
6. Society's stage of development in cultural, economic, and technological spheres
7. Society's size and institutional differentiation or complexity
8. Society's beliefs, values, ideologies, customs and traditions
9. Conclusions and predictions

**SECTION E: DEVELOPMENT OF ALTERNATIVE SOCIAL POLICIES; COMPARISON AND EVALUATION**

1. Specification of alternative social policies:
  - a) aimed at the same policy objectives, but involving alternative policy measures
  - b) aimed at different policy objectives concerning the same policy issues
2. Comparison and evaluation:

each alternative social policy should be analyzed in accordance with the framework, and compared throughout this analysis with the original policy and other alternative policies.

## Appendix 3

Figures used in the sampling of the countries

<http://devdata.worldbank.org/data-query/SMResults.asp>

University of Cape Town

Country	GDP (\$)	Selected	Adult Literacy Rate (%)			Selected	Combined Selection
			Male	Female	Total ave		
afganisatan	0	No	48.1	78.1	63.1	No	No
albania	3703929088	No	8.6	22.2	15.4	Yes	No
algeria	53817434112	No	21.8	42.9	32.35	No	No
american samoa	0	No	0.0	0.0	0	No	No
andorra	0	No	0.0	0.0	0	No	No
angola	8738173952	No	0.0	0.0	0	No	No
antique and barbuda	688518528	No	0.0	0.0	0	No	No
argentina	285472849920	Yes	3.1	3.2	3.15	No	No
armenia	1913957632	No	0.7	2.4	1.55	No	No
aruba	0	No	0.0	0.0	0	No	No
australia	3940226449856	No	0.0	0.0	0	No	No
austria	190957436928	Yes	0.0	0.0	0	No	No
azerbaijan	4903675392	No	0.0	0.0	0	No	No
bahamas	48417999872	No	5.0	3.6	4.3	No	No
behrain	0	No	9.0	17.4	13.2	Yes	No
bangladesh	47864242176	No	47.7	70.1	58.9	No	No
barbados	2641499904	No	0.0	0.0	0	No	No
belarus	3593996061	No	0.3	0.6	0.45	No	No
belgium	231015727104	Yes	0.0	0.0	0	No	No
belize	796800000	No	6.7	6.8	6.75	No	No
benin	2261861376	No	43.1	75.3	59.2	No	No
bermuda	0	No	0.0	0.0	0	No	No
bhutan	486981152	No	0.0	0.0	0	No	No
bolivia	8469351424	No	7.9	20.6	14.25	Yes	No
bosnia and herzegovina	4329075712	No	0.0	0.0	0	No	No
botswana	5285193216	No	25.6	20.1	22.85	No	No
brazil	587553243136	Yes	14.9	14.6	14.75	Yes	Yes
brunei	0	No	5.4	11.9	8.65	Yes	No
bulgeria	12052284416	No	1.0	2.1	1.55	No	No
burkina faso	2405966336	No	66.1	85.9	76	No	No
burundi	688675840	No	43.4	59.3	51.35	No	No



cambodia	3207447808	No	40.3	77.7	59	No	No
cameroon	8686834688	No	17.9	30.0	23.95	No	No
canada	689549475840	Yes	0.0	0.0	0	No	No
cape verde	555770368	No	15.2	33.8	24.5	No	No
ceyman islands	0	No	0.0	0.0	0	No	No
central african republic	958734784	No	40.2	65.1	52.65	No	No
chad	1407863936	No	48.4	65.9	57.15	No	No
channel islands	0	No	0.0	0.0	0	No	No
chile	70710222848	No	4.1	4.5	4.3	No	No
china	1079954112512	Yes	8.3	23.7	16	Yes	Yes
colombia	82848997376	No	8.2	8.2	8.2	Yes	No
comores	202043152	No	33.5	47.2	40.35	No	No
congo, dem	0	No	26.4	49.6	38	No	No
congo, rep	2689261056	No	12.5	25.6	19.05	Yes	No
costa rica	15751046144	No	4.4	4.3	4.35	No	No
cote d'ivoire	9319081984	No	45.1	61.2	53.15	No	No
croatia	19029962752	No	0.7	2.7	1.7	No	No
cuba	0	No	3.2	3.4	3.3	No	No
cyprus	0	No	1.3	4.5	2.9	No	No
czech rep	49510236160	No	0.0	0.0	0	No	No
denmark	160779862016	Yes	0.0	0.0	0	No	No
djibouti	554188864	No	24.3	45.6	34.95	No	No
dominica	270074080	No	0.0	0.0	0	No	No
dominican rep	19893987328	No	16.4	16.4	16.4	Yes	No
ecuador	13607391232	No	6.9	10.5	8.7	Yes	No
egypt, arab states	98333188096	No	33.3	56.1	44.7	No	No
el salvador	13216990208	No	18.3	23.8	21.05	Yes	No
equatorial guinea	0	No	7.5	25.6	16.55	Yes	No
eritrea	599693888	No	32.6	59.2	45.9	No	No
estonia	4969183232	No	0.0	0.0	0	No	No
ethiopia	6303719936	No	56.4	66.8	61.6	No	No
faeroe islands	0	No	0.0	0.0	0	No	No
fiji	1495348992	No	5.1	9.2	7.15	No	No
finland	119823187968	Yes	0.0	0.0	0	No	No
france	1286251872256	Yes	0.0	0.0	0	No	No
french polynesia	3929294592	No	0.0	0.0	0	No	No

gabon	4931782144	No	0.0	0.0	0	No	No
gambia	396276704	No	56.0	70.6	63.3	No	No
georgia	3048163284	No	0.0	0.0	0	No	No
germany	1870136082432	Yes	0.0	0.0	0	No	No
ghana	5418609152	No	19.7	37.1	28.4	No	No
greece	111955148800	Yes	1.5	4.0	2.75	No	No
greenland	0	No	0.0	0.0	0	No	No
grenada	387037024	No	0.0	0.0	0	No	No
guam	0	No	0.0	0.0	0	No	No
guatemala	19041124352	No	23.8	38.7	31.25	No	No
guinea	3120000256	No	0.0	0.0	0	No	No
guinea-bissau	224552656	No	40.3	81.0	60.65	No	No
guyana	717519040	No	1.1	1.9	1.5	No	No
haiti	3826132480	No	48.0	52.1	50.05	No	No
honduras	5931923456	No	25.6	25.2	25.4	No	No
hong kong, china	163261120512	Yes	3.5	9.8	6.65	No	No
hungary	45715501056	No	0.5	0.8	0.65	No	No
iceland	8833164288	No	0.0	0.0	0	No	No
india	479403966464	Yes	31.6	54.6	43.1	No	No
indonesia	153255149568	Yes	8.1	17.9	13	Yes	Yes
iran, islamic rep	98990497792	No	16.5	30.1	23.3	No	No
iraq	0	No	34.4	54.1	44.25	No	No
ireland	94388158464	No	0.0	0.0	0	No	No
isle of man	0	No	0.0	0.0	0	No	No
israel	110332329984	Yes	2.1	58.1	30.1	No	No
italy	1068518014976	Yes	1.1	2.0	1.55	No	No
jamaica	6892489728	No	17.1	9.3	13.2	Yes	No
japan	4677099323392	No	0.0	0.0	0	No	No
jordan	8339915264	No	5.2	15.7	10.45	Yes	No
kazakhstan	18264336384	No	0.0	0.0	0	No	No
kenya	10409705472	No	11.1	24.0	17.55	Yes	No
kiribati	43090144	No	0.0	0.0	0	No	No
Korea,dem,rep	0	No	0.0	0.0	0	No	No
korea,rep	457219178496	Yes	0.9	3.6	2.25	No	No
kuwait	0	No	15.4	19.7	17.55	Yes	No
kyrgyz rep	1303942144	No	0.0	0.0	0	No	No

lao, pdr	1709383296	No	35.9	66.7	51.3	No	No
latvia	7138431488	No	0.2	0.2	0.2	No	No
lebanon	16583747584	No	7.9	19.6	13.75	Yes	No
lesotho	913278848	No	27.6	6.4	17	Yes	No
liberia	0	No	29.9	62.3	46.1	No	No
libya	0	No	9.2	31.7	20.45	Yes	No
liechtenstein	0	No	0.0	0.0	0	No	No
lithuania	11232499712	No	0.3	0.5	0.4	No	No
luxemborg	18636793856	No	0.0	0.0	0	No	No
macao, china	0	No	0.0	0.0	0	No	No
macedonia, fyr	3294891008	No	0.0	0.0	0	No	No
madagascar	4019736832	No	26.5	40.2	33.3455	No	No
malawi	1692009216	No	25.5	53.5	39.5	No	No
malaysia	89321054208	No	8.6	16.5	12.55	Yes	No
maldives	435446048	No	3.7	3.6	3.65	No	No
mali	2344523520	No	51.1	65.6	58.35	No	No
malta	0	No	8.6	7.2	7.9	Yes	No
marshall island	95900000	No	0.0	0.0	0	No	No
mauritania	934944064	No	47.2	67.9	57.55	No	No
mauritius	4501143040	No	12.1	18.6	15.35	Yes	No
mayotte	0	No	0.0	0.0	0	No	No
mexico	574511906816	Yes	6.7	10.6	8.65	Yes	Yes
micronesia, fed tst	228200000	No	0.0	0.0	0	No	No
moldova	1285120896	No	0.5	1.7	1.1	No	No
monaco	0	No	0.0	0.0	0	No	No
mongolia	975219904	No	26.7	46.7	36.7	No	No
morocco	33363730432	No	38.1	63.9	51	No	No
mozambique	3811683840	No	39.9	71.3	55.6	No	No
myanmar	0	No	11.0	19.4	15.2	Yes	No
namibia	3479191808	No	17.2	18.8	18	Yes	No
nepal	5450021888	No	40.8	76.1	58.45	No	No
netherlands	364947537920	Yes	0.0	0.0	0	No	No
netherlands, antilles	0	No	3.5	3.5	3.5	No	No
new caledonia	3057171712	No	0.0	0.0	0	No	No
new zealand	49983393792	No	0.0	0.0	0	No	No
nicaraque	2397089792	No	33.1	29.8	31.45	No	No

niger	1860866816	No	76.2	91.6	83.9	No	No
nigeria	41248444416	No	27.6	44.2	35.9	No	No
northan mariana island	0	No	0.0	0.0	0	No	No
norway	149348646912	Yes	0.0	0.0	0	No	No
oman	0	No	19.8	38.4	29.1	No	No
pakistan	61673259008	No	40.1	68.9	54.5	No	No
palau	144400000	No	0.0	0.0	0	No	No
panama	9910700032	No	7.5	8.7	8.1	Yes	No
papua new guinea	4010867968	No	28.1	43.1	35.6	No	No
paraguay	7679823360	No	5.6	7.8	6.7	No	No
peru	53882421248	No	5.3	14.6	9.95	Yes	No
phillippines	75186143232	No	4.5	4.8	4.65	No	No
poland	158838652928	Yes	0.3	0.3	0.3	No	No
portugal	103871176704	Yes	5.2	10.0	7.6	Yes	Yes
puerto rico	0	No	6.5	6.1	6.3	No	No
qatar	0	No	19.6	16.9	18.25	Yes	No
romania	36691877888	No	1.0	2.8	1.9	No	No
russian federation	251091664896	Yes	0.3	0.6	0.45	No	No
rwanda	1762388992	No	26.4	39.8	33.1	No	No
samoa	235816976	No	18.2	20.7	19.45	Yes	No
san marino	0	No	0.0	0.0	0	No	No
sao tome and principe	46637728	No	0.0	0.0	0	No	No
saudi arabia	0	No	15.9	32.8	24.35	No	No
senegal	4372454400	No	52.7	72.3	62.5	No	No
seychelles	622404416	No	0.0	0.0	0	No	No
sierra leone	654045504	No	0.0	0.0	0	No	No
singapore	92251914240	No	3.7	11.6	7.65	Yes	No
slovak rep	19122749440	No	0.0	0.0	0	No	No
slovenia	18173714432	No	0.3	0.4	0.35	No	No
soloman islands	274529856	No	0.0	0.0	0	No	No
somalia	0	No	0.0	0.0	0	No	No
south africa	125887381504	Yes	14.0	15.4	14.7	Yes	Yes
spain	555004329984	Yes	1.4	3.2	2.3	No	No
sir lanka	16401531904	No	5.6	11.0	8.3	Yes	No
st. kitts and nevis	317687712	No	0.0	0.0	0	No	No
st. lucia	707099968	No	0.0	0.0	0	No	No

st. vincent and the grenadines	332900000	No	0.0	0.0	0	No	No
sudan	110168931488	Yes	30.2	53.7	41.95	No	No
suriname	0	No	0.0	0.0	0	No	No
swaziland	1285912832	No	19.3	21.4	20.35	Yes	No
sweden	227368927232	Yes	0.0	0.0	0	No	No
switzerland	240322838528	Yes	0.0	0.0	0	No	No
syrian arab rep	16485000192	No	11.7	39.5	25.6	No	No
tajikistan	987431680	No	0.4	1.2	0.8	No	No
tanzania	9315856384	No	15.3	32.9	24.1	No	No
thailand	121927401472	Yes	2.8	6.1	4.45	No	No
togo	1281089408	No	25.5	59.2	42.35	No	No
tonga	153681904	No	0.0	0.0	0	No	No
trinidad and tobago	7083075584	No	4.4	7.9	6.15	No	No
tunisia	19462318080	No	18.6	39.4	29	No	No
turkey	199902035968	Yes	6.5	23.4	14.95	Yes	Yes
turkmenistan	4403846144	No	0.0	0.0	0	No	No
uganda	6248025088	No	22.4	43.1	32.75	No	No
ukraine	32170956800	No	0.2	0.5	0.35	No	No
united arab emirates	0	No	25.9	21.1	23.5	No	No
united kingdom	1413431951360	Yes	0.0	0.0	0	No	No
united states	9882842431488	No	0.0	0.0	0	No	No
uruguay	20194760704	No	2.6	1.8	2.2	No	No
uzbekistan	13516544000	No	6.6	15.3	10.95	Yes	No
vanuatu	241216224	No	0.0	0.0	0	No	No
venezuela	120483840000	Yes	6.9	7.8	7.35	No	No
vietnam	31343611904	No	4.5	8.6	6.55	No	No
virgin islands	0	No	0.0	0.0	0	No	No
west bank and gaza	4156549632	No	0.0	0.0	0	No	No
yemen, rep	8666588160	No	32.5	74.8	53.65	No	No
yugoslavia, fed, rep	0	No	0.0	0.0	0	No	No
zambia	2910789376	No	14.8	28.6	21.7	Yes	No
zimbabwe	7350427136	No	7.2	15.3	11.25	Yes	No

## Appendix 4

Letter of request faxed to the embassies

University of Cape Town

**Date:** 20/05/2002

**Attention:** The Embassy

**Re:** Assistance in research information

Dear Sir / Madam

I am a Master's student at the University of Cape Town in South Africa. At present I am doing research in social policy and management. The topic, of my research, is a comparison of child grants (any financial assistance granted to children) in different countries. I would like to know what grant is being paid in your country. I am specifically looking at the monies given to children and the policy on which it is based. However I am unable to access the information. I am looking for any document, which may provide this information. If you could please assist me in retrieving the information, your assistance would be greatly appreciated. I would sincerely appreciate your help in acquiring this information as soon as possible. Should you provide the required information and are interested in receiving an electronic mail of my findings, I will be happy to provide it.

Thanking you in advance

Tracy Mayhew

Contact information: Tel: (021) 433-2049 or 0833537111

E-mail: [tracyanddale@yahoo.com](mailto:tracyanddale@yahoo.com)

Address: 206 Villa Rosa

267 Main Road

Seapoint

## Appendix 5

Second letter of request faxed to embassies

University of Cape Town



**Date:** 27/05/2002

**Attention:** The Embassy

**Re:** Assistance in research information

Dear Sir / Madam

Thank you very much for your previous assistance in helping me with finding information on your country. While conducting my study of the material I found that there was some information, which I still need to conclude the research. I would be very grateful for your assistance in finding this information. If you could provide the annual government budget (bottom line figure) for the years 1999, 2000, 2001, as well as the proportion of the spending on social services. If possible also include the proportion of the social services spent on child services.

Due to the fact that these figures will be used in comparison to other countries, and that exchange rates constantly change and currencies vary, please could you supply the price for 1 liter of milk in your currency. This will be used as a benchmark to compare figures.

Unfortunately as I have time constraints, a quick response will be much appreciated. If you could supply your e-mail address a copy will be sent to you by the 1<sup>st</sup> of August  
Thanking you in advance

Tracy Mayhew

Contact information: Tel: (021) 433-2049 or 0833537111

E-mail: [tracyanddale@yahoo.com](mailto:tracyanddale@yahoo.com)

Fax: (021) 439-9294

Address: 206 Villa Rosa

267 Main Road, Seapoint

## Appendix 6

### Workshop participants list

National consultative workshop report. (2001). Children's entitlement to social security. Cape Town: ACCESS.

University of Cape Town

## WORKSHOP PARTICIPANTS



The workshop was attended by over 100 representatives from government, parliament and the children's sector. Workshop participants included members of the Committee of Inquiry into a Comprehensive Social Security System; representatives from the National Departments of Social Development, Health, Transport and Finance; Members of Parliament, representatives from Provincial Departments of Social Development and Health; and a broad range of child focussed NGOs, CBOs, academic departments, funders and service providers.

### The Non-Governmental participants included:

Child Health Policy Institute (CHPI, UCT)	Health-e News
Children's Rights Centre (CRC)	Homestead Projects
Soul City	Institute of Child and Family Welfare
Development Resource Centre (DRC)	House of Resurrection Haven
Child Health Unit (UCT)	Resources Aimed at the Prevention of
Child Care Information Centre	Child Abuse and Neglect (RAPCAN)
Black Sash	Southern African Catholic Bishop's
Hospice Association of Transkei	Conference (SACBC)
Congress of South African Trade Unions	AIDS Legal Project
(COSATU)	National Paralegal Association
NALEDI	New Women's Movement
Human Rights Commission	Office on the Rights of the Child
Applied Fiscal Research Centre (AFReC),	(President's Office)
UCT	Office on the Status of Disabled Persons
Bambisanani Project	(President's Office)
Institute of Child & family Welfare	Idasa Children's Budget Project
South African Non-Governmental	National Council for Child and Family
Organisation Coalition (SANGOCO)	Welfare
Disabled Children's Action Group (DICAG)	Cape Town Child Welfare
South African Federal Council on	Johannesburg Child Welfare Society
Disability (SAFCD)	Pietermaritzburg Child Welfare Society
Child Welfare Society	National Children's Rights Committee
ChildrenFIRST	(NCRC)
South African Law Commission (SALC)	Lawyers for Human Rights (LHR)
South African Black Social Workers	Liebenhaus Children's home
Association (SABSWA)	MOSAIC
Save the Children UK	Thandanani Association
School of Public Health, UWC.	The Trauma Centre
Community Law Centre - Socio Economic	Treatment Action Campaign (TAC)
Rights Project, UWC	UNICEF
Downs Syndrome SA	University of the Transkei (UNITRA)
Limehill Paralegal Office	University of Natal
Early Learning Resource Unit (ELRU)	Wola Nani
	Women on Farms Project

For a full list of the individual representatives and their contact details, please see appendix 1.